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Chapter I

General Tendencies of Public School Education in Arkansas, 1819-1900.

The Antebellum Period, 1819-1861.

Introduction. The territory now forming the State of Arkansas is a part of the original Territory of Louisiana. It was created as the District of Arkansas by act of the Louisiana Territorial legislature on June 27, 1806.[1] The District of Arkansas was organized as the Territory of Arkansas by act of Congress on March 2, 1819.[2] Seventeen years later (October 18, 1836), the Territory of Arkansas was admitted into the Union as a State. During the Territorial period the population of Arkansas increased from a little less than 14,000 in number to a little more than 70,000 in number.[3] At the outbreak of the Civil War in 1861, according to the United States census, its population was 435,335. The area of Arkansas is 53,335 square miles; hence the infant State began its history with a population that averaged only about 1.1 persons to the square mile, and had increased to only about 8.2 by 1860.

Nativity. A large per cent of the 14,000 people in Arkansas at the time of its organization as a Territory was made up

1. Weeks: Hist. of Pub. Sch.Ed. in Ark. p.7
2. Thorpe: Amer. Charters, Constitutions and Organic Laws, 1492-1908. Vol. I, p.261.
3. The State Census, Report for 1834-35 gave Arkansas a population of 67,764.

of immigrants who were largely cosmopolitan in character. A large part of the increase in population of approximately 56,000 people during the Territorial period was due to immigration from Kentucky, Missouri, Ohio, and Indiana. However, many immigrants to Arkansas during this period were from the older southern States.[1] During the period from 1836 to 1860, the immigration was very largely from the Old South. From the data in Table I we find that in 1850, about 36 per cent of the population of Arkansas were natives of the other ten southern States; during the next ten years this proportion increased to about 38 per cent.

Table I. Nativity of Immigrants to Arkansas.[2]

Natives of	1850	1860
1. South Carolina	4,587	10,704
2. Mississippi	4,463	16,351
3. Florida	38	175
4. Alabama	11,250	24,433
5. Georgia	6,367	18,031
6. Louisiana	1,096	2,313
7. Texas	336	1,565
8. Virginia	4,737	6,484
9. North Carolina	8,772	17,747
10. Tennessee	33,807	66,609
11. Missouri	5,328	8,638
12. Kentucky	7,428	11,083
13. Illinois	3,276	3,899
14. Indiana	2,128	2,554
15. Ohio	1,051	1,513
16. Massachusetts	174	217
17. New York	537	697
18. Pennsylvania	702	890

In addition, about 10 per cent of the population in 1850 were natives of the following states; Missouri, Kentucky, Illinois, Indiana Ohio, Massachusetts, New York and Pennsylvania; during the next ten years this proportion decreased to 7 per cent. It might be

1. Shinn: Pioneers and Makers of Ark. pp. 104-105.
2. Statistics from the U.S. Census Report.

added that the settlers from these eighteen States were parents of a large per cent of the remaining population of the State. This was especially true in the case of the settlers from the South as the immigration from this section was so large.

Private or Academic Schools; Towhship system. It is but natural for immigrants to carry to their new homes the ideals of education, as well as the ideals of every other phase of life, which they have acquired in their old homes. From the above outline of the sources of Arkansas[1] population up to the time of the Civil War, we note that it was distinctively southern. Now, the greater portion of the inhabitants of these southern States came directly from England or from the English colonies along the North Atlantic. Furthermore, a large per cent of the population of the other States mentioned above also came from the New England States. Hence we find two prominent characteristics in their educational ideals. The first and foremost was the system of private or academic schools, which was brought over from the Mother Country, and of course not supported by public taxation. The second was the township system, transplanted from New England. These two characteristics would accordingly be transferred to Arkansas, and would predominate because they represented the educational ideals of so large a part of the population. It is not surprising, therefore, to find the township system operating very early in Arkansas;[2] nor is it any less surprising to find that, during the entire antebellum

1. Statistics from the U. S. Census Report.
2. On November 21, 1829, the Territorial legislature of Arkansas passed a law (the first concerning public education) making provision for the establishment and support of a school in any township or subdivision of six miles square. Shinn: Hist. of Ed. in Ark. p. 11.

period, no attempt was made to place education upon a basis of public taxation.[1]

Public Education supported by Income on Public Lands, and not by Public Taxation; the Inadequacy of this Support.

To be sure there was, in addition to the private or academic schools, a system of public education in Arkansas, during this period, but its support came entirely from the income on public lands (seminary, saline, and sixteenth-section) granted to the State by the Federal Government. This fund, however, was totally inadequate for the maintenance of an effective public school system.[2] In his message to the General Assembly, November 1854, Governor Elias N. Conway said: "We have a common-school law intended as a system of establishing common schools in all parts of the State; but for want of adequate means there are very few in operation under this law." Much of the income of the public schools was squandered by unwise management and by unscrupulous commissioners. In his report for 1856, David B/ Greer, secretary of state and ex-officio "State Commissioner of Common Schools", said: "I repeat, there is no question that the school lands are daily being sacrificed. It seems that the comissioners in many instances are eager for a wholesale disposal of the lands. The lands are converted into money, but no schools are established.[3]

1. In Article IX of the Constitution of 1868, we find the first provision for levying a tax upon personal property in Arkansas for the support of public schools. Thorpe: Amer. Charters, Constitution and Organic Laws, 1492-1908, Col.1, pp. 322-323.

2. The whole Territorial revenue from October 1, 1827, to October 1, 1829, was but $15,036.91. The total property valuation in 1842 was $22,302,990.00 and the total tax collected for all purposes was $30,492.00. Shinn: Hist. of Ed. in Ark. pp.12-16.

3. In this report, Mr. Greer estimates that there were about 25 common schools in the State, organized and sustained out of the common-school fund. House Journal, 1860, p. 102.

By a combination of interested persons, the land may be frequently sacrificed.[1]

The New and Sparsely Settled Conditions accentuate the Educational Indifference of the People. Added to this lack of financial support was the new and sparsely settled condition of the State. The difficulties and dangers of frontier life were great, the people were intensely preoccupied with the task of providing the imperative needs of existence, and the opportunities for organization were few. As a result the people were little concerned with educational matters. Only about 25 per cent of the children in 1854 were enrolled in the public schools. However, it is fair to say that about 25 per cent were enrolled in the private or academic schools of the State and in schools of other States.[2] But when we remember that this small per cent attended school only two or three months in the year, the condition of the common-schools in the State presents a painful and gloomy picture. An indifferent attitude of public mind on the subject of education is a greater hindrance to the organization of an efficient public school system than a deficiency in the financial support. Indifference on the part of the people inculcates indifference on the part of officials. The report of the State School Commissioner for 1854-56 makes no attempt to give the statistics of schools, because only about one-

1. In the House Journal 1864, p.88 we find a severed indictment of the antebellum management of these lands, by the chairman of the committee on education, in connection with the report of the committee to the House. He says "They have mismanaged and squandered to a great extent the appropriations or donations made by the United States to this State for school purposes;;;.. We have had over 1,000 acres of land appropriated in this State to purposes of education, but under the management of our public functionaries it has amounted to almost nothing."

2. Shinn: Hist. of Ed. in Ark. p. 20.

half of the counties reported and these reports for the most part were vague, indifferent and unsatisfactory. Governor Henry M. Rector in his message to the General Assembly reports that out of 55 county common-school commissioners only 3 made reports to the State school commissioner, and only one of these gave the required information. Certainly such conditions could obtain only under a spirit of general indifference to the question of public education. An idea of the sparsely settled condition can be had from Table II.

TABLE II. POPULATION.[1]

Year	White	Colored	Total	% of increase since last census.	Population.
1820	12,579	1,676	14,255		0.26
1830	25,671	4,717	30,388	113.1	0.3
1840	77,174	20,400	97,574	221.1	1.8
1850	162,189	47,708	209,897	115.1	4.0
1860	324,143	111,259	435,402	107.5	8.2

Here it is seen that the population averaged 0.26 per square mile in 1820, 0.3 in 1830, 1.8 in 1840, 4 in 1850, and 8.2 in 1860. In 1854, the number of children between the ages of 6 and 21 averaged less than one child to the square mile;[2] in 1860, the number was only about three and one-third children to the square mile.[3]

Adult Illiteracy. Table III shows the deplorable condition of illiteracy among the white adult population of Arkansas during the antebellum period:

1. Statistics from the U. S. Census Report.
2. The Arkansas State census report for 1854 gives the number of children in the State under 21 years of age as 61,382. This would mean something like 40,000 between the ages of 6 and 21.
3. The United States census report for 1860 gives the number of children in Arkansas between the ages of 5 and 20 as 178,174.

TABLE III. ILLITERACY.[1]

	1840	1850	1860
Number of Whites over 20 years of age.	30,555	65,395	133,785
" of Illiterate Whites over 20 years of age	6,567	16,809	23,642
Per Cent of Illiteracy	21.5	25.7	17.6

This large per cent of white adults over 20 years of age who could not read and write accounts in large measure for the abnormal indifference of the people to education, especially public education supported by general taxation.

Education and Religion. Historically speaking, education and religion were regarded as inseparable. And even after imperative conditions had forced a separation, there still obtained the old idea that education, like religion, was a matter of individual and parental concern. Hence the State had no right to interfere with education and no obligation to support it.

Educational Resources. Table IV shows the educational resources of the State, including the colleges and academies as well as the public schools. We find from this Table that the average annual income for each public school, in 1850, was approximately $124.00; while, in 1860, it was approximately $166.00. From the returns it is impossible to distinguish definitely between the various sources of income, for it is not certain but what some "public funds" are included in what is called "other sources." Con-

1. Statistics from U. S. Census Report.

TABLE IV. EDUCATIONAL STATISTICS.[1]

Year	No. of colleges	No. of teachers	No. of students	Total Annual Income	No. of Academies	No. of teachers	No. of pupils	Total Amount Income	No. of schools	No. of teachers	No. of pupils	Total Annual Income
1820												
1830												
1840					8		300		113		2,614	
1850	3	14	150	$3,100	90	126	2,407	$27,937	353	355	8,493	$43,763
1860	4	9	225	5,585	109	168	4,415	68,146	727	757	19,242	120,613

sequently, it is impossible to distinguish definitely between what are called "public schools" and what are called "academies." Certainly, it is known that not all of the 727 public schools used public funds. According to the report of S.M. Weaver, secretary of State and ex-officio State school commissioner, for 1859-60, there were only 25 common schools organized and kept up in the state from the common-school fund.[2]

Retrospection. From the above brief survey, one is necessarily convinced of the utter weakness of the public school system of Arkansas during the entire antebellum period. The people still believed that education was an advantage or luxury to be paid for by those who enjoyed it. Those who did not feel inclined to participate in the luxury of education, of course, were under no obligation to support it.[3]

1. From U.S. Census Report
2. House Journal. 1860, p. 102
3. The recommendation of Gov. Elias N. Conway, in his message to the General Assembly, No. 1854, that "the county court be authorized, when the county so desired, to appropriate the poll tax for primary education" shows, however, that the modern idea of public taxation for the support of schools was beginning to be considered.

They did not realize that it was an imperative necessity and, therefore, should be demanded from the State as a right. They did not realize that public education supported by general taxation contributes to the highest well-being of all, and that a liberal democracy requires all to share in the support of public institutions whether they are directly or indirectly benefitted thereby.

Mr. Weeks, in commenting upon this period, says that the people of Arkansas, under the influence of tradition and the spirit of the age, had not diagnosed the fatal weakness of their system and were trying to work out their educational problems by means of empirical methods.[1] Again, he says,[2] "The State still regarded the business of education as private, personal, optional, patriarchal, aristocratic and religious. The consciousness of social solidarity had not dawned, and the State felt under little educational obligation to the rising generation."

The Period from 1861 to 1874.

The Civil War Period. Although the system of public school education in Arkansas during the antebellum period was embarassed by several serious factors, any one of which was calculated to prevent an ultimate development of even mediocre efficiency, we find from the preceeding section that some gratifying progress had been made. The Act of 1853 together with subsequent amendments affected some degree of organization and showed that the people were being aroused from their long lethargy of educational indifference. The principles of public taxation and of centralized

1. Weeks: Hist. of Pub. Sch. Ed. in Ark. p.24
2. Ibid. p. 46

supervision were dawning; and, although the experience of the entire period was frought at every stage with costly mistakes, nevertheless the people were slowly working out their educational problems and gradually approaching the goal of universal education.

With the Act of Secession all interest in educaation became absorbed in the grim realities of war. The children were kept at home and the schools disbanded. The Federal Government soon gained control of practically all of the State and retained it throughout the war. The school system, including both the academies and the public schools, was wiped out of existence. Under a proclamation of President Lincoln, December 8, 1863, the conquered districts were given authority to renew their allegiance to the Union and form a new State government. Accordingly, a convention of the old citizens met at Little Rock, January 4-23, 1864, and drew up a constitution for the reconstructed State. The new constitution made no attempt to revise the educational laws, but simply reproduced the educational sections of the constitution of 1836.

Isaac Murphy was chosen provisional governor by the convention and inaugurated January 20, 1864. He was then elected for a term of four years by popular vote of the people and again inaugurated April 18, 1864. In his message to this Union legislature, Governor Murphy recommended that it be made the duty of the State to support such a school system that every child might have an opportunity of acquiring a good education.[1]

1. House Journal, 1864, p.21.

On May 28, 1864, a bill was introduced in the Senate to amend the constitution so that one mill on every dollar's worth of taxible property should be set aside as a common-school fund to be used for lands and buildings.[1] The House committee on education recommended the appointment of a State superintendent and the creation of a common-school fund from an ad valorem taxation of all property.[2] However, nothing definite was done by this legislature in the way of school legislation, and the school system of the State passed another two years of painful existence.

The Common-School Law of 1867. The assembly of 1866-67 was derisively styled the "rebel" legislature, because it was made up almost wholly of old Confederates. These old soldiers had tried the antebellum system and had seen its ignominious failure. They now clearly realized that public taxation was absolutely necessary for public education. Accordingly, an Act, entitled "An Act to establish a common-school system in the State", was passed March 18, 1867, providing a tax of two mills on the dollar upon the property valuation of the State. This law is memorable not only for the fact that it established public education upon a basis of public taxation for the first time in the history of the State, but also for the fact that it "has since become in many respects the organic basis of public education in Arkansas." Among other things, this law extended its privileges to white children only, provided for the election of a superintendent of public instruction and a county school commissioner in each county beginning with the general election in 1868, constituted each Congressional township

1. Senate Journal, 1864, pp. 180-182
2. House Journal, 1864, pp. 87-96.

a school district, enabled any incorporated town to become a school district, and provided for the election of three trustees in each school district.

Under the provisions of this law, the people at once set about establishing a public school system on a firm financial basis. The school tax revenue from April 25, 1867, to July 2, 1868, amounted to $64,875.32.[1] Mr. Shinn says, "School commissioners and trustees were elected and many schools were opened under the new law,"[2] but the operation of the law was short-lived because of the "Reconstruction Act", passed by Congress on March 2, 1867. This Act declared that no legal government existed in Arkansas and certain other "rebel" States. Accordingly, the civil authority of Arkansas was set aside, and the State was made a submilitary district under the command of General Alvan C. Gillem, The troubles growing out of martial law necessarily nullified the operation of wise provision of the new school law.

The Reconstruction Period, 1868-1874. Under authority of the Federal Reconstruction Act of 1867, an election was held for a constitutional convention and, as the Confederates were disfranchised, the convention was made up of men who had moved into the State from Union States after the war. The Reconstruction convention met in Little Rock in January, 1868, and adopted a new constitution which went into effect on April 1, 1868. It incorporated a prolix and detailed article of nine sections on education. A little later, July 23, 1868, the first Reconstruction legislature passed a common-school law, containing 107 sections. On the whole,

1. State Auditor's Report, 1868,pp.41-43. This was the first general school tax ever levied in the State of Arkansas.
2. Shinn: Hist. of Ed. in Ark. p. 38

the educational provisions of the Reconstruction regime were broad and comprehensive, and had they gone into operation under a free vote of the citizens of the State instead of under martial law of the Reconstruction regime, they doubtless would have accomplished good results. They were not necessarily evolved out of the thought and experience of their framers, but were modelled upon the legislation characteristic of that generation. They were also very similar to the educational provisions of the common-school law passed by the "rebel" legislature of 1867. A comparison of these two systems is given as follows:

Common-School Law of 1867 (Enacted by the "Rebel" Legislature.)	Common-School Law of 1868. (Enacted by the Reconstruction Legislature)
I. Extended to white children only, between the ages of 6 and 21.	I. Extended to all (both white and black) children, between the ages of 5 and 21. There were separate schools, however, for the races.
II. In addition to the permanent school fund derived from public lands, etc. the law provided a tax of 2 mills on the dollar upon the property valuations of the State.	II. In addition to the permanent school fund derived from public lands, etc., the law provided three sources of revenue: 1. A 2 mill tax as in the law of 1867[1] 2. A poll tax of $1.00 3. A principle of local (county, township or district) taxation[2] to supplement the general fund, and also for building and furnishing school houses.
III. a) Provided for the office of superintendent of public instruction. b) Provided for a county school commissioner in each county.	

1. This was made a law March 25, 1871.
2. The law of 1871 provided a local or district optional tax of a maximum of 5 mills on the dollar for country districts and 7½ mills for city districts.

III. a) Continued the office of superintendent of public instruction.
b) Provided for a board of common school commissioners.
c) Provided for a circuit [1] superintendent of schools for each of the ten judicial circuits of the State, to be appointed by the Governor.

IV. a) Each congressional township was a school district.
b) Incorporated towns could become a school district.

IV. a) Any territorial unit could become a district.
b) Incorporated towns could become a school district.

V. There were three trustees in each school district, elected by the qualified voters of the district.

V. There were three directors in each school district elected by the qualified voters of the district.

VI. Prescribed the qualifications and duties of teachers.

VII. Provided a teachers' institute, the expense of which up to $50 was to be paid out of the common school fund of the county.

Educational Resources. Table V shows the educational resources of the State during the period of Reconstruction:

TABLE V. SCHOOL RESOURCES.[2]

Year	No. of School Houses	Value * School Houses	Total Salary of Teachers	Enumeration	Enrollment	% of Enumer-Enrold.	Total Annual Income
1867							$64,875.32 a
1868							300,669.63 b
1869					67,412		536,896.21 b
1870				176,910	107,908	61.0	488,783.70 b
1871				180,274	69,927	38.8	413,150.17 b
1872				196,237	32,863	16.6	210,176.64 b
1873			$65,522.66	194,314	59,587	30.7	435,349.70 b
1874	1,036	$354,764	40,444.56	148,128			

*No data for No. of teachers

a. Currency b. Scrip.

1. The office of the circuit superintendent was abolished by the law of April 29, 1873, and the office of county supt. substituted.
2. Compiled from Reports of State Supt. of Pub. Instr. for years indicated.

At first glance it might seem that the receipts as shown in this table were sufficient to provide quite satisfactory school facilities. But we must remember that $300,000.00 was required to pay the salary of the ten circuit superintendents alone. In addition there was the salary of the State Superintendent, the expenses incident to his office, and many incidental expenses connected with the administration of the school system. Again the large receipts after the first year were in scrip, which had decreased to 35 cents on the dollar by the end of the period.[1]

Retrospection. As has already been indicated in the first part of this section, the school system of Arkansas, including both the private or academic and the public schools, was wiped out by the Civil War. A large number of the school houses had been destroyed and the school funds largely usurped. Only part-payments had been made on much of the school lands sold prior to the war. During the war all records were lost; hence it was impossible to know how much remained unpaid or to decide in whom the titles were vested. Homes had been ruined and the State made bankrupt. Such were the conditions confronting the people of Arkansas at the close of the Civil War, out of which a school system was to be built. In a very short time conditions had changed entirely, and it was necessary for the people to divest themselves of their old ideas in order to meet the new conditions. The people went about this task as bravely as they had undergone the hardships of the war, but the adaptation was extremely slow. To be sure, there were great men among them, who had diagnosed the weaknesses of their school system and saw clearly their

1. Report of Supt. of Pub. Ins. 1874, p. 33
#Note on Table V, column 4--These sums were for the school years beginning in 1873 and 1874 respectively.

educational needs. Even before the war there were such men as Governor Conway, Governor Rector, Secretary Greer, and Secretary Weaver, who stood out in the forefront as great educational leaders. Realizing that education is the foundation of democracy, they used their influence to arouse the people from their indifference and to impress upon them the need of more efficient schools. After the war there were great educational leaders such as Governor Murphy, Representative Earle, and Superintendent Smith, who realized that the schools of the past had been a failure, that social solidarity rested upon an enlightened people, that universal education was imperative, and that the State must assume the responsibility of training its citizenship. Mr. Weeks[1] speaks of the General Assembly which passed the famous school law of 1867, as being composed of men who were able to realize the immense changes that had come into southern life as a result of the war,....to divest themselves of the ideas under which they had been reared,... and to adapt themselves and the organization of their government to these new conditions." But for the most part the people were indifferent and non-progressive. The prevalence of illiteracy stood at 17.6 per cent in 1860, and since there had been practically no schools from 1861 to 1866 the illiteracy, especially among the children must have been increased during this period. Superintendent Smith says[2] that the common-school system was hampered by the "palpable difficulty of getting properly educated and progressive persons to act as school trustees." Again, in speaking of the school laws and means for

1. Weeks: Hist. of Pub. Sch. Ed. in Ark. p.49.
2. Report of Supt. of Pub. Ins. 1868, p.49

educational development in the State, Mr. Smith says[1] - "for the want of a proper co-operation on the part of the people, the whole enterprise proved a lamentable failure." The small per cent of enrollment as compared with the enumeration shows that there was great indifference to education on the part of the people.[2] Not only was there indifference and lack of co-operation, but in some instances there was bitter opposition. In some cases the county court refused to authorize the levy voted by the people, while in other cases the people refused to allow the levy made by the county court.

The general feeling of hostility toward the Reconstruction Government throughout the South, was evidently manifest in Arkansas, and tended to accentuate the indifference of the people to the educational system inaugurated by the Reconstruction regime in 1868. Of course, any failure on the part of the people to take advantage of the educational opportunities provided by the Reconstruction law, was detrimental to their intellectual development, but the sting of defeat and the odium of the Reconstruction rule could not be set aside. The operation of the Reconstruction Government was extravagant in the extreme.[3] The feature of the school law providing for ten district superintendents of schools, whose salary alone consumed nearly half the first year's revenue, was especially obnoxious to the people. Another thing particularly objectionable was the fact

1. Report of Supt. of Pub. Ins. 1868, p. 49
2. See Table V.
3. A fund of $203,923.95, left in the treasury by the Murphy regime in 1868, was soon exhausted; scrip was issued in such large quantities that its value fell to 35 cents on the dollar; and in 1874 the State debt amounted to $17,000,000. Shinn: Hist. of Ed. in Ark. pp. 42-43.

that taxes were paid to the collectors in greenbacks but the collectors deposited the scrip of the State in the treasury at huge profits to themselves and infinite damage to the schools.[1] There was also great dissatisfaction among the teachers, who were embarrassed by the extremely low value of the scrip in which their salaries were paid. Such a condition not only fails to attract good teachers to the profession, either within or without the State, but actually drives good teachers into other fields of labor. The lack of good teachers, of course, materially weakens the efficiency of the schools, and the children suffer sorely thereby. Thus the depreciated revenue due to the speculation of the unscrupulous collectors, and the loss of many of the better teachers because of poor salaries was a double burden upon the schools. Finally, there was no little objection to the practice of trustees in many school districts of issuing warrants, during one term of office, in such great amounts that the revenue of several years was required to liquidate them.

Although the people looked upon the Reconstruction regime with disfavor, and, to some extent, refused to avail themselves of its educational advantages because of their ill-feeling, yet the student of this period is led to the inevitable opinion that the greatest drawback to the whole situation is the prevalence of illiteracy and indifference to educational needs. There is an occasional bit of cheering news, as when Superintendent Smith speaks of "the

1. The report of the Supt. of Pub. Ins. for 1871, gave only 20 counties out of 61 as receiving any U. S. currency in their apportionment of school funds. This, however, was only a very small part.

hearty manner in which old citizens of the State are giving their influence in support of free schools," or when Superintendent Corbin asserts that "opposition is dying out," but on the whole the educational system of the new regime had not quickened the life and thought of the people. A period of one and a half decades (the school life of a child) had not brought the masses visibly nearer the goal.

Among a few of the educational leaders, however, there were many reasons for encouragement. Among them the Reconstruction period was fruitful in results. They were committed to the principle of public taxation, in the form of a general State property tax, a general poll tax, and local taxes, and advocated a provision for the inviolability of this fund; they say the need of educating the whole people, both white and black. Among the teachers as a whole there was an awakened professionable consciousness as manifest in their institutes and associations. The beginnings of an educational press[1] was another encouraging sign of improvement.

The Period from 1874 to 1900.

The Restoration of Home Rule. As stated in the preceding section the Reconstruction government was extravagant. A fund of $203,923.95, left in the treasury by the Murphy regime in 1868, was soon exhausted; scrip was issued in such large quantities that its value finally fell to 35 cents on the dollar; and in 1874 the State debt amounted to $17,000,000.00[2]. The county indebtedness also swelled to enormous proportions. In addition to extravagance,

1. Superintendent Thomas Smith, founded and edited "The Arkansas Journal of Education" for at least three years, 1870-72.
2. Shinn: Hist. of Ed. in Ark. pp. 42-43.

there were practices of fraud and embezzlement, at least on a small scale, admitted by the leaders of the day.[1] This grew to be intolerable, and culminated in the Brooks-Baxter War of 1874. On May 14, 1874, President Grant issued a proclamation recognizing the claims of the Conservatives under the leadership of Elisha Baxter, and at the same time ordering the Radicals or Reconstructionists under the leadership of Brooks to disperse. Thus Reconstruction in Arkansas was overthrown and Home Rule restored. The question of calling a constitutional convention was submitted to the people, by the legislature. An overwhelming vote was cast in favor of a convention, and accordingly the convention met in Little Rock, July 14, 1874. A constitution was adopted, and submitted to the people on the 13th of the following October. Having been accepted by an almost unanimous vote, the new constitution was officially adopted on October 30, 1874. The characteristic feature of this constitution, from a political standpoint, was the absence of all clauses pertaining to disfranchisement. Hence all citizens, both old and new, black and white, were privileged to meet upon the same platform of political equality. This constitution is still the organic law of the State.[2]

The Educational Provisions of the Constitution of 1874. The sections on education as found in article XIV[3] of this constitution are as follows:

> Section I. Intelligence and virtue being the safeguards of liberty and the bulwark of a free and good government, the State shall ever maintain a general,

1. Weeks: Hist. of Pub. Sch. Ed. in Ark. p. 58
2. A convention for the adoption of a new constitution is in session now.
3. Thorpe: Amer. Charters, Constitutions and Organic Laws, 1492-1908. Vol. 1, p. 358.

suitable, and efficient system of free schools whereby all persons in the State between the ages of 6 and 21 years may receive gratutious instruction.

Section II. No money or property belonging to public school fund, or to this State for the benefit of schools or universities, shall ever be used for any other than for the respective purposes to which it belongs.

Section III. The general assembly shall provide by general laws for the support of common schools by taxes, which shall never exceed in any one year, 2 mills on the collar on the taxible property of the State, and by an annual per capita tax of $1, to be assessed on every male inhabitant of this State over the age of 21 years: Provided, The general assembly may by general law authorize school districts to levy by a vote of the qualified electors of such district a tax not to exceed 5 mills on the dollar in any one year for school purposes: Provided further, That no such tax shall be appropriated to any other purpose nor to any other district than that for which it was levied.

Section IV. The supervision of public schools and the execution of the laws regulating the same shall be vested in and confided to such officers as may be provided for by the general assembly.

Thus it will be seen that the organic law of the constitution embodied the principles of education, mentioned in the preceding section ( ), as being those which had become fixed in the minds of the educational leaders during the Reconstruction regime; viz: the support of common schools by public taxation in the form of a general State property tax, an annual poll tax, and local taxes; the inviolability of all school funds; and the education of all the children of the State.

The Interim from May 14, 1874, to December 7, 1875. The activities of the department of educational administration immediately preceding the overthrow of the Reconstruction rule were

at a low ebb. The reports of the circuit superintendents for 1871-72 were extremely meagre and imperfect. These men no doubt saw "the hand writing upon the wall"[1] and were content with as little labor as possible. The last report of Superintendent Corbin, March 5, 1874, covering the period for the two school years 1871-73, contained little information of comparative value because of the imperfections of the subsidiary reports upon which it was based. All the administrative offices of the Reconstruction rule were abolished by the proclamation of the President, May 14, 1874, restoring the power of the Conservatives. The new constitution of October 30, 1874, left the creation of the office of superintendent of schools to the discretion of the General Assembly. No school laws were passed until the meeting of the second Assembly in December, 1875. Hence there was no head of the school system during this interval of eighteen months. There was no formal superintendent's report for the two school years 1873-74 and 1874-75, and what little knowledge we have of this period comes from other sources. Mr. Weeks, in speaking of this period, says,[2] "It seemed best to those in power to let the old system practically die and then build anew on the basis of home rule, honest money, conservatism in expenditures, and honesty in administration. No school law was passed by the first general assembly under the new constitution. Perhaps sufficient time had not elapsed for the conservative element to orient itself to the new conditions of life, so unlike the patriarchal ways of the antebellum period."

The School Law of 1875. On December 7, 1875, the

1. See note 1, p. 14
2. Weeks: Hist. of Pub. Sch. Ed. in Ark. p. 60

second general assembly passed the first school law, under the restored Home Rule regime. This school law of 1875 is noted for the fact that it was the last general school law passed by the State and for the fact that it has served as the basis of all subsequent educational legislation.

The first and greatest item in this law pertained to revenue. The other administrative items, as collated by Josiah H. Shinn, Superintendent of Public Instruction 1890-1894, and embodied in the digest of school laws for the World's Fair Association, are as follows:

1. Common school districts have three directors.
2. Separate school districts in incorporated towns have six directors.
3. The people elect all directors.
4. The directors (a) select and contract with teachers; (b) make all contracts; (c) erect houses; (d) visit schools; (e) take the enumeration; (f) make reports; (g) select text-books; (h) have general management of the schools; (i) receive no salary.
5. The county judge appoints an examiner for each county. (a) The examiner must hold a first-class license; (b) this license is granted upon an examination conducted by the State superintendent; (c) his salary is paid by fee paid by teachers; (d) he must have a high moral character.
6. The county judge alters school district lines, transfers pupils, and apportions the county taxes.
7. The teacher must hold a certificate before he can make a legal contract. These certificates are of two kinds: (a) State certificates; (b) county certificates.
8. State certificates are granted only after an examination conducted by the State superintendent.
9. The branches upon which the examination is based are: (a) The common school branches; (b) Latin; (c) algebra; (d) geometry; (e) physics; (f) rhetoric; (g) natural history; (h) general history; (i) Constitution of the United States; (j) constitution of Arkansas; (k) method of United States land survey; (l) theory and practice of teaching.
10. No fee is charged for a State certificate.
11. A State certificate lasts for life, but may be revoked for cause.
12. A State certificate is good in any county in the

State.

13. County certificates are granted only after an examination conducted by the county examiner.
14. The questions for these examinations are uniform, and are furnished to each examiner on printed slips in sufficient quantities by the State Superintendent.
15. The examinations are public and quarterly.
16. The branches are reading, orthography, penmanship. arithmetic, written and mental, history of the United States, English grammar, geography, and the methods of United States survey.
17. County certificates are of three grades: (a) First grade, good for two years; (b) Second grade, good for one year; (c) Third grade, good for six months.
18. The requirements for a first grade are 85% in each of the studies, arithmetic, grammar, and orthography, and an average of 80% in the rest.
19. The requirements for a second grade are 75% in the three required branches, and an average of 75% in the rest.
20. County certificates are limited to the county from which they issue, and can not be endorsed or renewed without examination.
21. The fee for every county certificate is $2.00, to be paid to the county treasurer before examination.
22. No certificate can be granted to any person--
    (a) Who is given to profanity, drunkeness, gambling, licentiousness, or other demoralizing vices;
    (b) who does not believe in the existence of a supreme being.
23. County certificates may be revoked by the county examiner for cause.
24. Revocation of a certificate terminate all existing contracts of a teacher.
25. Teachers are required to attend the county institutes and the quarterly examination.
26. Teachers are allowed their time while attending those meetings, not exceeding ten days per annum.
27. Directors must close the school during the regular sessions of the institute.
28. In 1892 there were 112 county institutes; the number of teachers attending was 5103.
29. The State Superintendent (a) has a general supervision of all the schools; (b) prepares blanks of all descriptions for use in the school; (c) appropriate the State tax; (d) grants State licenses; (e) examines county examiners; (f) interprets the school laws; (g) holds district normal institutes; (h) selects all apparatus purchased with State funds; (i) organizes eight district normal schools; (i) recommends text-books; (k) is a member of a board, with the governor and secretary of State, to invest the permanent school fund.

fund.

30. The State superintendent is elected biennially by the people.
31. The directors select the text-books for their respective districts, under a penalty of non-performance of duty.
32. Books selected and adopted may not be changed within three years unless a majority of the electors petition a change.
33. Schools for the races are separate but of equal lenght.
34. In negro districts the directors are usually of the negro race and control the schools.

With the above educational provisions, Arkansas starts out anew to develop a system of common schools. From this time down to the present time there has been no break in the historical continuity of the form of central administration in a Superintendent of Public Instruction, nor has there been any radical change in the administration of any Superintendent from that of his predecessor. Each has taken as a foundation upon which to build, the conditions obtaining at the close of the preceding administration. To be sure, we find in the progress of natural development, some administrations introducing and developing new lines of activity and placing special emphasis upon certain questions which had been more or less indifferently agitated in the past; but, in the main, the history of the educational policy in Arkansas, beginning with the enactment of the common school law of 1875, has been more or less uniform and continous.

Conditions Militating Against the Successful Operation of the Law.

Although Home rule had been restored, and the people had initiated a school system of their own, there were many things militating against its successful operation.

First of all was the evil of depreciated currency. This evil was accompanied by a second one, the general proneness of the

people to go in debt. Both these evils had been fastened upon the State by the Reconstruction regime. Mr. G.W. Hill, the first Superintendent of Public Instruction under the law of 1875, in speaking of this situation, says,[1] in part, "A very powerful force--the depreciation of the value of State scrip--has been militating against the common school interest for several years, and has almost destroyed it. In the wake of a depreciated currency, in which teachers were paid and by which schools were attempted to be maintained, followed numerous attendant evils. The discouragement of school officers, complaint of the enemies to free schools, a somewhat reckless incurring of debt, a loss of confidence in the minds of the people, and a partial abandonment of free schools by good teachers were all in its multitudinous train. Under the circumstances most school districts had either to suspend their schools or become involved in debt. Some did the former, others the latter."

Added to the embarrassment of a depreciated currency was the general tendency of the people, under the optional local district taxing clause, to refuse to vote all or any part of the 5 mill tax.

Besides the financial troubles, there was the perplexing problem of the county examiner. As stipulated in the law, he must hold a first-class license granted upon an examination conducted by the State Superintendent, examine teachers and certify to their qualifications, hold county institutes, visit schools, and make reports to the State Superintendent. His salary was practically negligible, as it depended upon fees paid by the teachers. This high requirement with practically no remuneration made it difficult to

1. Report of Supt. of Pub. Ins. 1875-76, p.5

find competent men to accept the position.

A fourth difficulty was the small district unit of administration. This principle, of course, was a resultant of the idea of democracy. Three trustees for each of a multitudinous number of districts renders a system unwieldy. At this particular time the great number of small units of administration was extremely unfortunate because of the fact that very few trustees had enough interest in educational matters to attend the annual school-district meetings or make the required reports to the county examiners. This condition made it possible for a few designing men to control the whole question of school management and school taxes.

Not only was it difficult to secure competent county examiners, interested and intelligent trustees, and other capable school officers, but it was also difficult to secure teachers who had any special preparation or interest in the profession. This lack of professional interest on the part of the teachers was responsible in large measure for the unpopularity and inefficient character of the county institutes conducted by the county examiners and of the district normal institutes conducted by the State Superintendent.

No little opposition to the public school system came from the private school interests. Those operating private schools protested against the public schools on financial grounds, but hid this reason under the guise of a strong declaration of the superiority of the private schools to the public schools. The supporters of the private schools, who would have themselves styled the "better class", opposed the public schools on the ground that they furnished occasion for an undesirable mixture of the various classes of society.

Finally, we see from the accompanying outline of statistics, taken from Mr. Hill's report for the year ending June 30, 1865, that the school sessions were short, the attendance was small and irregular, the revenue per child was totally inadequate, and the average salary of teachers was so low that a majority of them must have been very inefficient. This is a sad and painful commentary, for it reflects vividly the prevalence of ignorance and the general tone of indifference to education on the part of the inhabitants of a State which had now been in the Union for four decades.

School population:	
White	106,352
Colored	27,574
Total (not differentiated in many counties)	189,130
School attendance (many counties not reported)	15,890
Teachers, total reported	461
Salaries:	
Male	$28,783.01
Female	4,652.20
Total (not differentiated in many counties)	75,399.67
Schoolhouses:	
Erected during year	25
Cost	3,957.12
Erected before	1,374
Cost (not value)	361,358.37

Difficulties Peculiar to Mr. Hill's Administration,

December 18, 1875 to October 13, 1878.

Superintendent Hill's administration was the first under a new democratic regime which had suddenly evolved itself after the overthrow of a more or less autocratic government. And, in the nature of things, his administration was encumbered by some difficulties which did not obtain later. First of all, of course, was the organization of a new system and its operation under the direction of

inexperienced officers. In the second place, there was the problem of securing the cooperation of an indifferent people in the execution or operation of the law; and the still more perplexing problem of enforcing the law under such conditions. While we think of The Common School Law of 1875, as being the "law of the people" issued under Home rule, we must remember that this law owes its existence not so much to the demands of the masses as to the efforts of a few leaders in the absence of opposition due to indifference. Passing laws under such conditions is quite different from enforcing them and securing cooperation in carrying out their provisions. In the third place, four general school laws had been in operation during the last nine years,[1] and three revolutions had upset the government in the same time.[2] Naturally, there would not be the same tendency and disposition to obey and respect the law that would be found later when the people felt and realized "that the government which had issued the laws 'had come to stay'."

Signs of Progress. With the close of Mr. Hill's term of office, we find the difficulties mentioned above as peculiar to his administration largely removed. Furthermore, those mentioned above as militating against the operation of the law, in general, were perceptibly diminished. Mr. Hill spent much of his time among the people doing personal work in the way of private discussions, public addresses, and conducting teachers' institutes. Much good was also accomplished by his writings upon educational

1. The law of 1853, the law of 1867, the law of 1868, and the law of 1875.
2. The Civil War of 1861, the inauguration of the Reconstruction Government in 1868, and the Brooks-Baxter War of 1874.

subjects, which can be found in the newspapers of the day. In his last annual report,[1] Mr. Hill reviews the progress made during his administration, from Dec. 18, 1875 to Oct. 13, k878, and gives us an insight into the educational situation as it obtained after three years of operation under the new law. Considering the conditions, the general progress is more or less encouraging. He says:

> "It is gratifying in presenting this, my third annual report, to record marked educational progress. There are many evidences of this progress, some of which, in addition to the statistics which accompany this report, I give in detail:
>
> 1. There has been quite an increase in the number of districts which have voted the 5 mill tax.
>
> 2. There is a more general demand for better teachers,
>
> 3. There is a disposition to agitate, to say the least, the matter of popular education. Our people are talking about, writing about, thinking about, the subject. It is discoursed upon by our political leaders and speakers. It is discussed by our conventions called together to consider measures for the public good. It is exposed to public view in our newspapers. It is a frequent topic of conversation around the hearthstone.
>
> 4. More interest has been shown in the district annual school meetings. There has been a larger attendance of the electors at these meetings. A smaller number of districts have failed to hold these meetings and do the annual work of the district. A closer conformity to law has marked the conduct of these annual meetings. Electors have been more interested in the character of these district officers.
>
> 5. Electors in school districts*****have been more watchful in regard to the acts of their educational officers. Neglect of official duty has had less chance to sleep undisturbed. Unwise expenditures of school funds have been less frequent.
>
> 6. In addition to greater faithfulness of educational officers secured by the watchful eye of public sentiment there has been increased efficiency in office, from the fact that educational officers have perceived more clearly the responsibilities of their position. They have felt more sensibly the weight of the obligations resting upon them*****
>
> 7. The reports from directors and county examiners have been not only fuller, but more promptly made. Some few reports from county examiners were received even before the time prescribed by law. These facts evince a healthful condition of affairs and auger better things for the future.

1. Report of Supt. of Pub. Ins. 1878, pp.18-19

8. More reliance is placed upon our free schools for the education of the youth of the State. There has not been so much need of subscription schools as heretofore. Our free schools are more generally patronized by the so-called "better class" of citizens. Prejudice on the ground that the free school is socially too democratic, ~~ht~~ that it occasions too promiscuous a mixture of the various classes of society is waning. Our free schools are being recognized as the peers in efficiency of private schools, maintained by an equal expenditure of means. Indeed, in many cases-- as in Little Rock, Pine Bluff, Helena, and other places--they are greatly superior."[1]

During the next four years (Administration of James L. Denton and Dunbar H. Pope, 1878-1882) gratifying signs of progress are seen in the organization of city school systems in the larger towns, under the Act of February 4, 1869, authorizing "any incorporated city[2] or town" to organize as a single school district, with certain privileges and advantages. The problem of ungraded schools is officially taken up for the first time, and local school boards began to adopt the uniform series of text-books recommended by the State Superintendent in 1880.[3]

Administration of Woodville E. Thompson, 1882-1890. There was no constructive legislation of any significance during this administration. From a study of the reports covering these eight years, however, one is impressed with the favorable tone of reaction of the people toward education. There was a general feeling that the educational system was too decentralized. the people had come to realize the need of more efficient officers and teachers, longer and better schools, and were steadily increasing the revenue by gradually availing themselves of the optional 5 mills local district tax. They were also insisting upon a more general

1. Report of State Supt. of Publ. Inst. 1877-1878, pp.5-7
2. Little Rock was the first city to take advantage of this law.
3. Weeks: Hist. of Pub. Sch. Ed. in Ark. p. 67.

collection of the poll tax. There was much agitation for the consolidation of district schools and the furnishing of free text-books. A few had even raised the question of compulsory attendance by arguing that it would cost no more to maintain the schools for regular attendance than for irregular attendance. By comparison with other states the people saw their backwardness and were discussing the advisability of a revision of the existing school law to better their conditions. In the conclusion of his last report for the period, Mr. Thompson declares that "while the public school system is being improved from year to year.....there is an urgent demand for some radical changes."[1] He attacks the district system and charges much of the weakness of the schools to the failure of the directors to perform their duties.

The Administration of Josiah H. Shinn, 1890-1894.

This quadrenium is the high water-mark of the period from 1875 to 1900. Mr. Shinn made a masterful plea to the legislature of 1891, showing the need of better elementary schools. As a result of this plea and the general agitation for better schools at this time, the legislature appropriated $2,000.00 per annum for two years, for the support of normal schools. The next legislature in 1893 raised the amount to $3,000.00. With this $10,000.00 together with other money[2], two State normal schools were established and maintained for three years, and a third one for a year. In addition, six three-months district normal schools were operated each year. The State normal schools carried a three years' course of study for nine months each year; while the district normal schools made gen-

1. Report of Supt. of Pub. Ins., 188-90, p. 60
2. This money came from the Peabody trustees, and from private individuals.

eral reviews of the subjects required in the examinations for county license. The attendance at these normals started with over 800 the first year and increased to 1423 in 1894. This number represented a little over 29 per cent of the white teachers in 1894. The interest in county institute work under the supervision of the county examiners shows a marked increasedfor the same period. In 1891, there were 76 of these institutes held, while there were 165 held in 1894. The attendance for 1894 was 4,254. Mr. Shinn initiated the practice of holding regular quarterly examinations for teachers,[1] and although the practice was very unpopular for a while, at least, it had a wholesome effect upon the profession, In 1891, a committee was appointed from the State Teachers' Association to devise a uniform minimum course of studies for the high schools of the State; this course found favor with the high schools and was generally adopted. In his last bi-ennial report, Mr. Shinn says[2] of the school system: "It has won friends everywhere, and is today more deeply grounded in the affection of the whole people than any other department of government. It has grown because it met a demand for the widest dissemination of the principles that underlie virtue and foster intelligence in order that citizens may be the better prepared to understand and maintain the rights, duties, and obligations of suffrage government."

The Period from 1895-1900. The outstanding feature of this period was the maintenance of a normal school in each county for one month every year.[3]

1. This was the law of 1875, but it had fallen into disuse.
2. Report of Supt. of Pub. Ins. 1893-94, p.9
3. These normals took the place of those mentioned above in connection with Mr. Shinn's administration.

The total expense of these normals was $10,000.00 per year.[1] In 1899, a law applying to 43 counties was passed permitting them to adopt uniform textbooks. The efforts at uniform grading were progressing. The questions of consolidation and transportation and of county superintendency were gaining ground. The period, as a whole, is characterized by the united efforts of educational leaders to enlighten the people upon the advantages of education.

Tendencies Shown by Some Statistical Tables. From a survey of the above conditions, we get a general idea of the educational tendencies in Arkansas during the period from 1875-1900. This general tendency is made more vivid and specific by a study of the following tables.

It was shown in Table I that the sources of Arkansas' population due to migration from other states up to 1860, were chiefly southern. That the chief source of migration from other states continues to be chiefly southern is shown by Table VI. This condition evidently affected the school system, very materially, for the reasons mentioned, with the discussion of the facts revealed by Table I.

Table VII shows, from the small average attendance and the small amount of revenue, that the school conditions were far from satisfactory.

1. In 1899, these county normals were discontinued because of the failure of the legislature to provide an appropriation for their maintenance. The argument against them, as advanced by political demagogues, was class legislation.

TABLE VI.

Nativity of Immigrants to Arkansas.[1]

Natives of	1870	1880	1890	1900
1. South Carolina	13,805	15,107	21, 125	17,230
2. Mississippi	22,086	35, 248	51, 510	54, 986
3. Florida	336	445	523	589
4. Alabama	28,317	39,013	43,265	39,938
5. Georgia	25,232	36,715	37,726	32,902
6. Louisana	4,909	9,649	12,416	19,844
7. Texas	6,617	10,860	14,622	19,496
8. Virginia	11,851	13,272	11,950	8,745
9. North Carolina	18,480	19,727	24,641	20,037
10. Tennessee	66,561	87,593	95,941	84,644

Totals

Total Population of Arkansas	484,284	602,197	1,127,869	1,311,436
Natives of Other Southern States	198,189	267,629	313,719	298,411
Natives of All Other States	246,539	355,491	431,800	442,560
Per cent of Pop. Natives of Other Southern States	40.9	33.3	27.8	22.7
Per cent of Pop. Nat. of All Other States.	51.1	44.3	38.1	33.7

1. From U. S. Census Report.

TABLE VII. PUBLIC SCHOOL STATISTICS.[1]

Year	Total School Population	Total School Enrollment		Average School Attendance			Total School Revenue	Revenue per Child
		Number	Per cent Total Sch. Pop.	Number	% of Enrol. in av. Atten-dance	% of Sch. Pop. in Av. Attend.		
1875	168,929						40,444	$0.24
1876	189,130	15,890	8.4				302,670	1.60
1877	203,567	33,370	16.3				269,621	1.32
1878	216,475	33,740	15.5				276,647	1.27
1879	236,600	55,049	23.2				271,184	1.15
1880	247,457	70,973	28.3				285,471	1.15
1881	272,841	98,744	36.1				710,461	2.60
1882	289,617	117,696	40.6	56,291	48.0	19.4	722,371	2.49
1883	304,962	112,233	36.4				740,244	2.42
1884	323,943	153,216	47.3				963,660	2.97
1885	338,506	164,757	48.6				1,199,005	3.25
1886	358,006	175,935	49.1				1,327,710	3.71
1887	377,736	183,095	48.4				1,333,147	3.53
1888	388,129	202,754	52.2				1,383,909	3.54
1889	404,379	216,152	53.4				1,433,666	3.54
1890	405,587	205,252	50.6				1,622,510	4.00
1891	418,566	242,117	57.8	123,625	51.0	29.5	1,679,666	4.01
1892	422,252	251,452	59.5	140,445	55.8	33.2	1,739,586	4.12
1893	425,349	264,576	62.1	145,835	55.1	34.3	1,685,744	3.94
1894	436,335	285,159	65.3	166,544	58.3	38.1	1,700,734	3.67
1895	448,041	292,305	65.1	170,410	58.2	37.8	1,599,257	3.56
1896	456,736	296,575	64.7	171,948	58.1	37.6	1,675,991	3.66
1897	463,565	319,053	68.6	197,510	61.9	42.6	1,779,695	3.84
1898	465,565	303,808	67.4	191,447	63.0	41.1	1,761,820	3.78
1899	472,508	301,387	63.7	177,307	58.8	37.5	1,861,199	3.51
1900	484,619	314,662	64.9	195,401	62.1	40.3	2,005,241	4.13

1. From Reports of Supt. of Pub. Ins. for the years indicated.

Retrospection. When we take into account the fact that much of the population of Arkansas was born of parents from other States, and therefore imbibed more or less of their educational ideals, Table VI shows us at once how largely the educational development of Arkansas has been affected by the ideals of the Old South. The type of education found in the older southern States during the last quarter of the nineteenth century would naturally be found in Arkansas. The same difficulties facing the development of education and the same signs of progress found in the older southern States would also be found in Arkansas. It is not surprising, therefore, to find the educational development of Arkansas far behind that of the United States taken as a whole.

Table VII is self-explanatory. It shows clearly and forceably the real basic difficulties standing in the way of educational progress in Arkansas. These difficulties may be summed up in three statements:

(1) The total school enrollment has not averaged higher than practically 65 per cent of the total school population.

(2) The attendance of those enrolled has not averaged higher than practically 62 per cent; this means that only about 40 per cent of the total school population is in average attendance.

(3) The revenue of practically $4.00 per child, annually, is totally insufficient to maintain adequate educational facilities.

Hence, it is easy to see that more interest in education and more revenue for the support of schools are imperative.

Chapter II.

Administrations.

The public schools of the State of Arkansas are in the hands of an official known as Superintendent of Public Instruction. He is elected by popular vote and his term[1] of office covers a period of two years. The nine administrations covering the period from 1900 to 1918 were in charge of four Superintendents of Public Instruction. Their names and dates of administration were as follows:

Doyne, J.J.....October 30,1900 to October 30,1902;
Hinemon, John H.....October 30,1902 to October 30,1906;
Doyne, J.J.....October 30,1906 to July 1, 1908;[2]
Cook, Geo. B.....July 1, 1908 to October 30,1916;
Bond, J.l.....October 30,1916,to.....

Administration of J.J. Doyne, 1900-1902.

Mr. Doyne began this administration as his second term, having served during the preceding biennial period from 1898 to 1900. The school system during his administration was "quickened and advanced upon all lines which characterize a healthy growth".[3]

Actual Conditions. This administration begand under depressing conditions. The county normal schools, which had been established[4] in 1895 and held for a month each year in nearly

1. The term of office of the Superintendent of Pub. Ins. is the same as that of other State officials. It begins on the thirtieth of October of even years.
2. J.J. Doyne resigned before the expiration of his term to assume the duties as President of the newly established State Normal School.
3. Report of Committee on Resolutions, State Teachers Association, 1902.
4. The sum of $10,000.00 per year was appropriated for these county normals.

every county of the state, were discontinued after four years of good work, by failure of the legislature of 1899 to make the necessary appropriation. The main argument advanced by the legislators for the discontinuance of this appropriation was that the maintenance of normal schools was class legislation. The Peabody Institutes held during Mr. Doyne's first administration, 1898-1900, had also been discontinued. They had been established by the Peabody Board for the purpose of covering the work of the discontinued normal schools, just mentioned. Furthermore, the Board had waived its policy of aiding only those States which were willing to help themselves, and donated the sum of $4,000[1] to establish these institutes without any help on the part of the State of Arkansas. These institutes were poorly attended; the average attendance the first year was only 1802 while for the next year it was only 1532. Realizing that the attendance was not great enough nor sufficiently distributed over the State to justify a continuance of the donation, and in as much as the State had failed to supplement the funds, the Peabody trustees withdrew their support from the Institutes after two years.

In addition to the lack of interest in the training of teachers and an appreciation of the need and value of efficient teachers, as manifest in the two cases cited above, we find other things of a depressing nature. The attendance at the State and county educational meetings was poor. Less than one in twenty-five[1] white teachers attended the State Teachers' Association at Pine Bluff in June, 1900. Twenty-nine counties held no Teachers' In-

1. Report of Supt. of Pub. Ins. 1899-1900, p.19
2. Proceedings of the Ark. State Teachers' Assoc. 1900.

stitutes at all. In the remaining forty-six counties where such institutes were held the percentage of attendance was only 63. The reason for this low attendance at the State and county institutes is attributed by Mr. Doyne[1] to two things: (1) the indifference and even objection on the part of directors to the teachers leaving their schools to attend these gatherings; (2) the feeling on the part of teachers that the meetings were not helpful and therefore incurred needless expense. From a study of the reports of the county examiners contained in the Superintendent's Report for 1899-1900, we find much complaint that the teachers lacked professional training and were leaving the profession for more lucrative work to be found in other fields. In other words the teaching profession with its low requirements was being made a stepping stone to other professions. Furthermore, the complaint was constantly made by the examiners that the reports of the directors were very inaccurate and often delayed. Occasionally, there was an indictment of the people as a whole for their lack of interest in educational affairs.

A further proof of the unsatisfactory condition of educational affairs is found, implied or explicitly stated, in the Superintendent's Report for 1899-1900 (pp.7-10). Notice the implication in the following quotation: "The progress of our school system is in the hands of our lawmakers, but as long as the question of policy is to govern, we must not hope for much advancement. That our school law needs a thorough revision he (the legislator) will readily decide when once he endeavors to interpret its various

1. Report of Supt. of Pub. Ins. 1899-1900. p. 27.

provisions. The stumbling block in the way of more effective legislation has all along been a lack of information of the proper sort, and a dependence upon opinions formed without mature study of the question in hand. In other words, the dread question of expense confronts the otherwise willing legislator, and he sees only the present, nor can his eyes be lifted to the hundred-fold harvest that in the future shall bless the efforts put forth in his day."

This same criticism of the legislators is very forcibly stated in the next biennial report, 1901-1902, p.29, as follows: "That they (the legislators) are sincere in their actions and patriotic in their efforts, no one will deny. It does seem, however, that the pleas and importunities of the best educators of the State, which have come before our legislature from time to time, should deserve some recognition. These men have made a study of the school system in the light of their own experience and the knowledge obtained by a study of the system of other States. They have reached certain conclusion, and it is their firm belief that our school system can be best advanced by the adoption of laws looking to effective county supervision and the establishment of normal schools in the State."

The unsatisfactory conditions are explicitly stated in the following: "Until provision has been made for securing to every child mentally and physically capable of receiving the same, irrespective of color or condition, the opportunity to secure a fair English education, the public schools are not doing the whole work expected of them. The growth of the city school has been marked, and the demands of its patronage are being steadily met

by means of the increased facilities for bettering its condition. On the other hand, the progress in the rural schools has been slow and by no means steady. Yet above every other considerations its claims should receive attention at the hands of the people. The rural school, it is evident, must continue to supply the education to be received by a majority of our population. Of right then should they be placed on equal footing with the city schools. This can never be done, however, under existing conditions. Many causes prevent." Among the causes enumerated were: the lack of revenue, the formation of many small districts without regard to ability of the districts affected to maintain schools, the transfer of taxes to wealthy districts leaving those from which the transfer was made in a deplorable condition, lack of legislation requiring an equable adjustment of funds whereby the strong should help the weak, lack of grading where one teacher does all grades of work lack of high schools, etc. Again, Mr. Doyne says:[1] " A comparison of our school system with those of other States forces us to the conclusion that, as long as the children of other States are granted longer terms of school, competent county supervision, normal schools for the training of teachers, and other advantages that are at present denied to our pupils, the struggle will be ununequal, and the highest measure of success can not be expected for those whose advantages are more limited."

Evidences of Growth and Progress. Although Mr. Doyne, during his first administration, had very forcibly outlined the conditions and needs of the rural schools and had urged as a

1. Report of Supt. of Pub. Ins. 1899-00. p. 29.

means of their improvement the adoption of county supervision, compulsory education, the legislature of 1901 passed no constructive school laws. There was, however, some progress made during this administration. The attendance at the State and county educational meetings showed considerable improvement. The ratio of attendance at the State Teachers' Association to the number of teachers in the State had increased from 1:25 in 1900 to 1:22 in 1902. From the biennical reports, we find that the number of Teachers' Institutes held in the various counties had increased from 77 in 1900 to 94 in 1902, while the per cent of attendance at these institutes had increased from 63 in 1900 to 75 in 1902. There was also a steadily growing demand for efficient teachers and the directors were seeking teachers who had training in normal schools or institute work.[1] There was an increasing interest in the organization of special school districts in the towns and cities, as the special school district gave certain advantages which could not well be secured in common school districts. The law providing for the organization of special school districts had been in existence a number of years bud it did not seem to have been considered seriously until the present time. No mention is made of special school districts in the report for the biennial period from 1897 to 1898. Among the provisions[2] of the law creating special districts may be mentioned the following:

1. The number of directors is increased to six.

2. Full power is given to the board as to purchase.

1. Report of Supt. of Pub. Ins. 1901-02. p. 14.
2. Ibid. p. 17

3. Provision is made for high school work.

4. The board adopts text-books.

5. Non-resident pupils may be admitted.

6. A board of visitors is to be chosen.

7. A graded course of study is to be adopted.

8. The board is required to hold a meeting each month.

While it can be seen from the above that the special school district possessed distinct advantages over the common school districts, the form of the report to the State Superintendent by the county examiners did not embody any definite information as to these special districts and hence we have no official data from this source concerning the advantages and benefits actucally derived therefrom. From letters sent to the presidents and secretaries of the boards of the special school districts by the State Superintendent, certain data[1] was obtained as follows:

1. Number of special school districts formed.....112

2. Number of buildings in special school districts.....212

3. Value of buildings in special school districts.....$937,212.00

4. Value of furniture in these buildings..... 272,295.00

5. Number of white teachers employed.... 669

6. Number of colored teachers "..... 202

7. Number of white pupils enrolled..... 37,424

8. Number of colored pupils enrolled... 13,638

1. Report of Supt. of Pub. Ins. 1901-02, pp.88-94

The results were even better than shown by the above statistics because some of the districts made no reports at all while others made only partial reports.

School Reforms Urged. Still recognizing the very inadequate conditions and imperative needs of the rural (common) schools, the administration, undaunted by the failure of the legislature of 1901 to make any provisions for improvement, continued to advocate and to urge the adoption of county supervision, the establishment of a State normal school, and the creation of compulsory attendance. The consolidation of school districts and the transportation of pupils was also strongly advocated. The importance and need of school libraries was discussed. Recommendations were made for an improvement in the county uniformity text-book act of 1899 and in the certification of teachers.

Administrations of John P. Hinemon, 1902-1906.

Mr. Hinemon's tenure of office covered two terms, Oct. 30, 1902 to Oct. 30, 1906. In this connection, Major R.H. Parham, the honored nestor of Arkansas education, says:[1] "An intelligent and well directed energy and activity has characterized the administration during the term of office of Mr. Hinemon." Mr. Weeks, of the United States Bureau of Education, says of Mr. Hinemon:[2] "He was aggressive, progressive, and virile; he was not awed by opposition, did not truckle to popular prejudice, and assumed that the public

1. Parham: Thirty-three Years of Ed. Work in Ark. p.6
2. Weeks: Hist. of Pub. Sch. Ed. in Ark. p.76.

school system was a necessity and that its presence was already assured, an assumption that had not always been evident in former reports."

Actual Conditions. Though some improvements in educational affairs were gradually being accomplished, the conditions were still very unsatisfactory. From the reports of the county examiners for the two terms ending respectively on June 30,1904, and June 30, 1906, Mr. Hinemon made the following compilation.[1]

		1904	1906
(1)	Schools with less than 7 pupils in daily attendance	104	87
(2)	" " " " 11 " " " "	329	375
(3)	" " " " 16 " " " "	866	934
(4)	" " " " 21 " " " "	1650	1617
(5)	" " " " 26 " " " "	2349	2327
(6)	" " " " 31 " " " "	3144	2924
(7)	" " " " 36 " " " "	3706	3426
(8)	" " " " 41 " " " "	4034	3707

Since there were approximately 7000 schools in the State at that time, it is easily seen what a large proportion of schools had an extremely small average daily attendance. The very harmful effects of such a multiplication of small school districts upon the entire edudational system of the State is apparent to every one at all conversant with the disadvantage of such districts. The above outline shows that our people still clung to the absurd notion of having a school house within a stone's throw of every men's door. Appropos of this data Mr. Hinemon says:2 "The continued increase in the number of small districts is sapping the

1. Report of Supt. of Pub. Ins. 1905-06. p. 29.
2. Report of Supt. of Pub. Ins. 1903-04, pp. 12-13

the legislature and the more favored localities for a higher rate of school taxation, a more equitable distribution of taxes and the enactment of compulsory attendance laws.

Mr. Hinemon very forcibly interpreted the general school conditions in the following quotations:

"We are greatly in need of increased revenue for school purposes, and it is imperative that prompt and decisive steps be taken to secure a more economical, judicious and beneficial use of the funds at our command. Much of our money is being practically wasted because of small schools, poorly paid and incompetent teachers, short terms, nepotism, favoritism and other influences which should not be allowed to invade the sacred portals of the public schools and injure the most vital interest of the State."[1]

"The attempt to put a school at every man's door has resulted in a large number of small schools, many of them taught by young persons who are not fitted by age, experience, scholastic attainments or otherwise for the delicate and difficult work of training the young.....I am persuaded that one of the ills affecting our public schools is dividing the counties into too many small school districts. Dividing the districts, and thereby diminishing the fund to each school, may quadruple inefficiency."[2]

"In private business of every kind and in the operation of any sort of industry, men readily recognize the need and value of skilled direction and training to labor.... Yet there are thousands of untrained and inexperienced teachers in our State who have no direction or guidance whatever. To these persons is committed

1. Report of Supt. of Pub. Ins. 1903-04, p.5
2. Report of Supt. of Pub. Ins. 1903-04, p.13

training of the youth of the State, and upon their ability and success depends, in a large measure, the future of the commonwealth."[1]

"During the campaign for the adoption for Amendment No.8 I visited a certain county jail, just completed at a cost of about $20,000.00. In an address to the people of that county I commended the humane spirit which had induced them to make such careful preparation for the health and comfort of forty or fifty persons who, by misconduct, had forfeited their right to freedom. How can I express my disappointment and sadness, when, on examination of the reports of the school directors of that county, I found that for the accomodation and comfort of nearly 3,500 school children the same county had expended less than three times the cost of the county jail!"[2]

"To my mind, one of the most distressing features of our educational situation is the fact that continually men and women of unusual ability are abandoning the work they love so well and to which they are so well adapted in order to enter other callings ~~whethe~~ where their services are more liberally rewarded."[3]

The same unsatisfactory conditions in the educational development of the State were very forcibly stated in an address by Hon. W/H/Arnold, President of the Texarkana School Board. In part Mr. Arnold says:[4]

"Some of our special school districts have not yet

1. Report of Supt. of Pub. Ins. 1903-04, p.21-22
2. Report of Supt. of Pub. Ins. 1905-06, p.10.
3. Ibid, p.28
4. This address is quoted in full by Superintendent Hinemon in his biennial report for 1903-04, pp. 6-12.

learned the necessity of procuring the best talent in their teaching force, or else by false economy refuse to employ the best teachers, on account of the salary required. But seven-eights of our school population live in the rural districts, where the school term averages are not more than three months in the year, and where salaries run from $25.00 to $40.00 per month. Good teachers cannot be employed for such pay,******* It surely cannot be expected of a teacher on such a salary to accomplish anything toward self-improvement. He or she has no money with which to pay the expenses of attending teachers' normals, institutes or associations. *****A teacher earning such wages for three months in the year finds is necessary to follow some other occupation for a livelihood until the summer school begins again. He is a non-professional and teaches a few months in the year for pastime.****

"Arkansas must reclaim itself from the stigma upon its good name, and follow the lead of those who have turned on the light. We have tried the cheap, untrained teacher and have placed our State at the foot of the class of States. In the cause of education we stand at the bottom or dangerously near, no matter how the states are grouped or classified in respect to the length of school terms, the amount expended per pupil, average daily attendance, in salaries paid and in providing the means of training teachers.*****

"It is most singular that the subject of education is not receiving from public officials of the State and candidates for office that consideration its importance demands. On the other hand, it seems to have been a favorite diversion to boast of our free school system, to advise the masses that we are in the lead, that the public fund for school purposes now being collected is

ample, and that anyone who would advise to the contrary is a public enemy. Such boasts can be actuated only by the purest demagogy or ignorance. The facts are to the contrary; We have nothing to boast of, but the opportunity for the greatest development and educational prosperity is with us.*****

"We must not depend upon philanthropists to educate us. Millions are being donated year by year by those who have it to give away, but nothing is given to the indigent or slothful. We really do not need help, except from our own people, who are prosperous and amply able to give it. Let the facts be known and the honest, industrious people of this State will revolutionize our school system, and it is astonishing how few know our educational poverty. The greatest trouble has been the want of publicity, *** While other subjects of less importance have been worn threadbare with constant and monotonous discussion, the great question of education has been overlooked.****

"We want the best class of immigrants, but certainly we cannot expect it unless we present good educational advantages. The primary inquiry of those moving from other states is in regard to schools. The Western division of states are our strong competitors for first class new settlers. *** What can we expect for our State in comparison with the Western States, when they spend more than four dollars to our one dollar on each pupil?

"To secure an efficient school system we must have additional educated and trained teachers, longer school terms. better school houses and apparatus, and get rid of the cheap teacher, but this requires more money. How is it to be obtained? ****
The subject of school salaries is usually discussed as though the

directors of school districts have been hoarding up the school funds. But, alas, when the facts are known, we have, as a rule, no means of adding to salaries, or to the extension of school terms, or building necessary houses.*** Many of our districts are living one year in advance, and when it comes to building a house it is often thought expedient to suspend school for at least one year. The loss to pupil by such suspension cannot be measured by any known standard.*** Our Constitution ought to be changed so as to levy a State school tax of five mills instead of two, and the electors should be allowed to levy at their annual school meetings a maximum of ten instead of five mills, now permitted. ** We must more than double our revenue to reach the average (of other States), as to salaries paid, length of school term, and funds paid out ' per capita' for each child attending school."

Many more quotations could be given from various sources to show the educational backwardness of the State at the opening of Mr. Hinemon's administration (and even throughout his entire tenure of office of two terms), but the above will suffice. Notwithstanding this gloomy picture, however, there were many signs and evidences of development and to these we shall now turn our attention.

Evidences of Growth and Progress. In the opening paragraphs of his two biennial reports, Mr. Hinemon made several statements relative to the growth and progress of the educational system of Arkansas during his tenure of office, from which we may make the following compilation:[1]

	1902 to-----	1904to----1906
(1) Increase in Scholastic population	22,065	13,138
(2) Number of new buildings erected	470	602
(3) Amount expended for new buildings	297,211.26	766,683.39
(4) Increase in expenditure for tuition per child enrolled	$3.82 to $4.35	$4.33 to4.93

[illegible] of school districts were very limited [illegible] the school funds. This, also, when the [illegible] was low, [illegible], [illegible], no means of adding to salaries, or to the extension of school terms, or building necessary repairs. "[illegible] school districts [illegible] the [illegible] one year in advance, but when it comes to building a school it is often found insufficient to support school [illegible] term. The loan to pupil by each [illegible] cannot be [illegible] to [illegible] standard. ** Our constitution should be so changed as to levy a State school tax of five mills instead of two, and the electors should be allowed to levy in their school district elections a maximum of ten instead of five mills, when required. " It would more than double our revenue to [illegible] the average [illegible], the salaries paid, length of school term, and [illegible] per capita' for each child attending school.

Many more quotations could be given from [illegible] to show the educational development of the State [illegible] of Mr. Kirkman's administration (and even [illegible] tenure of office of two terms) but [illegible] not-withstanding this gloomy picture, [illegible] and evidences of [illegible] education.

"Evidences of growth and [illegible], [illegible] growing of him the financial [illegible] ments relative to the growth and progress of [illegible] of Arkansas during his tenure of office, [illegible] following compilation:

	1900 to----1902----1904		
(1) Increase in scholastic population	[illegible]	[illegible]	[illegible]
(2) Number of new buildings erected	[illegible]	[illegible]	[illegible]
(3) Amount expended for new buildings	[illegible]	[illegible]	[illegible]
(4) Increase in expenditure for tuition per child enrolled	[illegible]	[illegible]	[illegible]

Note from preceding page.[1]

(5) Increase in amount paid for teachers' salaries $603,049.62

The above statistics were indeed gratifying, considering the prevailing conditions. The amount paid for new buildings during the quadrenium was $1,063,894.65[2], a sum practically equal to one-third the entire value of school houses[3] in the State at that time.

Although there was no general legislation pertaining to the consolidation of school districts, the continued agitation for consolidation was beginning to bring results. A special Act[4] of the legislature in 1903 and two special Acts[5] in 1905 provided for the consolidation of certain districts. Three cases of consolidation were mentioned by the Superintendent in his biennial report for 1903-04)pp.19-20), in all of which the patrons[6] were highly pleased with the results.

The advantages of the special school district were being more and more appreciated. During the quadrenium there was an increase of forty-nine new districts, making one hundred sixty-one in all. The following comparative outline[7] shows the status of special

1. Reports of Supt. of Pub. Ins. 1903-04, p.5; 1905-06,pp.5-6.
2. This large amount of money spent for school houses, however, reacted upon the average length of school term and decreased it from 93 to 81 days, and thus was furnished another striking example of the utter inadequacy of the school revenue.
3. The total value of all school houses in the State according to the biennial report for 1905-06 (p.237) was $3,160,123.97.
4. Act. No. 148 of the Acts of 1903.
5. Acts Nos. 100 and 141 of the Acts of 1905.
6. In one case, the patrons donated $1,500.00 for the schools.
7. In this table the statistics for 1902 were compiled from the data on special school districts found in the Report of the Superintendent of Public Ins. for 1901-02, pp.89-94; the statistics for 1906 were compiled from the data on special school districts found in the Report of the Superintendent of Public Instruction for 1905-06,pp.248-53.

school districts very clearly:

	1902	1906
(1) Number named	112	161
(2) " making no report	5	38
(3) " making report	107	123
(4) " of buildings	212	245
(5) Value of buildings	$937,212	$1,912,300
(6) Value of furniture	272,295	144,955
(7) Number of white teachers	669	906
(8) Number of colored teachers	202	221
(9) Number of white pupils enrolled	37,424	47,746
(10) Number of colored pupils "	13,638	14,957

The comparison of the above data would show a much more favorable advantage but for the large number of districts not reporting. In the report from which the data for 1906 was compiled, we note that many of the thirty-eight schools not reporting were comparatively large and more or less progressive. The "value of furniture" for 1906 was even less than that for 1902, which evidently was not the true condition of the case. The other items for 1906, except for the first three, were accoringly less than they would have been had more complete returns been made,

The county examiners, generally, reported increased interest in the county institutes for teachers. The following outline[1] shows the progress in the number of institutes held as well as the increased in attendance during the quadrenium:

	1903	1904	1905	1906
(1) Number institutes held)	67	75	101	104
(2) " teachers attending	3180	3600	5783	6747
(3) " teachers not attend.	1366	1290	1517	841
(4) Percentage of attendance	70	74	79	88

In his second biennial report[2], Mr. Hinemon says: "In accordance with the provisions of the Vaughter Bill (Senate Bill No. 283, session 1905) teachers' institutes of one week's duration were held

1. Statistics for this table are found in the Reports of the Supt. of Pub. Ins. for 1903-04, (pp.166-167,198-199) and for 1905-06,p.212-13. 234-245)
2. Report of Supt. of Pub. Ins., 1905-06, p. 14.

in all parts of the State. For the most part these institutes were conducted by the county examiners.*** It is very probable that not exceeding four per cent of the entire teaching force of the State failed to attend some institute. Many went to summer schools in other States, and others who had licenses to teach in more than one county were sometimes reported as not attending, when, in fact, they had attended an institute elsewhere."

As the Vaughter Bill[1] provided for the extension of a teacher's license "from the time of its expiration for the time for which it was orignially issued " upon attendance at the county institutes, the law no doubt accounts in part for the increased percentage of attendance in 1905 and in 1906. The percentage of attendance, however, before the operation of the law was significant. When it is taken into consideration that the institutes for 1903 and for 1904 were maintained by voluntary contribution out of the meagre salaries of the teachers, the percentage of attendance was a very gratifying sign of progress.

The Peabody Institutes[2] were established again in the Summer of 1903, after being discontinued for two years. We are unable to tell how much or under what conditions the funds for the renewal of these institutes were made. In his report for 1903-04 (p.35) Mr. Hinemon simply says: "Peabody Institutes have been held for the past two summers at several places in the State. These were supported out of the funds given by the Peabody Board and were well attended."[3] In his next report (p.15), however, the statement is

1. Act No. 311 of the Acts of 1905.
2. A definitely organized and clearly outlined manual for these Institutes is found in the Report of the Supt. of Pub. Inst. 1905-06, pp. 108-130.
3. For probable additional information on this point see Senate Concurrent Resolution No.6, Acts of Arkansas, 1903.

made that a $1,000.00[1] a year was appropriated for Peabody Institutes in 1905 and in 1906. No statistics for these institutes are given for 1903 or for 1904. In 1905, there were thirteen Peabody Institutes held for whites and three for negroes, with an attendance of 1237 at the former and 207 at the latter. In 1906, there were seventeen for whites and four for negroes, with an attendance of 1331 at the former and 259 at the latter.

In addition to the liberal donations for the Peabody Institutes mentioned above, the Peabody Board donated $3000.00[2] for the purpose of aiding the rural districts of Arkansas in building model school houses. Later, by authority of the general agent, Dr.J.L.M. Curry, "a part of this fund was used in printing and distributing literature on questions of general education, and particularly on the need of increased revenue, better schools, longer school terms and trained teachers."[3] The donation was conditioned on the rural district raising a stipulated sum for building purposes. Four districts[4] met the conditions of the offer and each received the sum of $250.00

Dr. Curry, through whom the Peabody funds were secured, was greatly interested in the educational development of Arkansas, and the people of the State are realizing more and more the good results which have come through his influence in securing such a large share of these funds for the training of our teachers and the development of our schools.

1. For probable additional information on this point see Senate Concurrent Resolution No.6, Acts of Arkansas, 1903.
2. No statement is made as to whether the donation was conditional.
3. Report of Supt. of Pub. Ins. 1905-06, p.34.
4. This amount was evidently $1000.00 as only $1000.00 appears to have been used in building schools. Ibid. p.34.

Another favorable sign of the growth and development in the school interests of Arkansas was manifest in the educational exhibit of the State at the St.Louis World's Fair. Superintendent Doyne had called attention to the value and need of such an exhibit. An article prepared by Prof. C.S. Barnett, of Eureka Springs, at the request of Mr. Doyne, suggesting outlines of work that might be followed by the pupils, was sent to the county examiners for distribution. The main work of organizing the exhibit[1] however, was done by Superintendent Hinemon. The exhibit was designed to "give a clear and definite insight to the workings and character of the schools from the kindergarten to the University." The material for the exhibit was arranged in five groups, as follows: Elementary Education, Secondary Education, Higher Education, Special Education, and Education of Defectives. Sixty-three[2] different schools and colleges were represented in the exhibit; of these, fifty-six were white and seven colored. Concerning the exhibit Mr. Hinemon says:[3] "It is proper to say that the superior excellence of the work presented reflected great credit upon the teaching force of our State and elicited words of commendation and prasie from educators throughout the Union. Medals of special merit were awarded the exhibits from the cities of Hot Springs, Fort Smith and Eureka

1. There was no appropriation for this exhibit made by the legislature, but the Arkansas Board of Commissioners of the Louisana Purchase Exposition placed at the disposal of the Supt. of Pub. Ins. the sum of $3,500.00 for this purpose.

2. A complete list of the schools and colleges represented in the exhibit is found in the Report of Supt. of Pub. Ins. 1903-04, pp.89-90.

3. Report of Supt. of Pub. Ins. 1903-04, p. 88.

Springs, and also from the Colored Industrial Institute of Pine Bluff."

Legislation Enacted. The General Assembly of 1903 passed an Act[1] requiring the Superintendent of Public Instruction to prepare "A course of study for the common schools of the State of Arkansas." From the reports of the county examiners and of the Superintendents of Public Instruction and from other sources we find no special agitation, strange to say, concerning a graded course of study. The fact, however, that so many leading educators were willing to assist the Superintendent of Public Instruction in the preparation of the course and the fact that it was so favorably received by the teachers and county examiners everywhere furnish abundant evidence that a graded course of study for the common schools of the State was felt by all interested in education to be of paramount need and value. Concerning the preparation of this graded course of study and its favorable reception, Mr. Hinemon says:[2] "The course of study is not the work of any one man. It is the result of elaborate correspondence, free discussion and large experience. College presidents, university professors, city superintendents, town principals, and teachers of the rural schools were asked for suggestions and the department is greatly indebted to all of them for advice given freely and for criticisms made with candor earnestness. The course has been cordially received and stands as its own best defender, if defense is needed. Many county examiners, whose interest in the schools of their counties goes far beyond the

1. Act. No. 93 of the Acts of 1903.
2. Report of Supt. of Pub. Ins. 1903-04, p.34

formal and perfunctory examination and licensing of teachers, have given abundant testimony of their high appreciation of the good it will necessarily accomplish."

The graded Course of Study for Rural Schools,[1] was issued July 1, 1903. Its preparation showed considerable care and effort. There were five distinctive parts to the course of study, as follows:

(a) A suggestive program, giving subjects, time and length of each recitation.

(b) A clear-cut outline of what should be included and taught in each grade.

(c) Detailed suggestions to teachers as to how to teach the subject matter outlined for each of the grades.

(d) A list of some thirty "General Directions to Teachers."

(e) Blank forms for classifying pupils and showing their advancement in the various subjects during the session.

Altogether, this graded course of study was calculated to do much good (1) in furnishing a working guide to the hundreds of untrained teachers who annually entered the ranks, (2) in stimulating the teachers to do a better grade of work and the pupils to complete a certain amount of work in a given time, and (3) in giving symmetry and continuity of work thus preventing so much repetition of work by successive teachers.

The law providing for the examining and licensing of teachers was decidedly improved by Act No.52 of the Acts of 1903. The weaknesses of the old law had been pointed out many times by both Superintendent Doyne and Superintendent Hinemon and by other leading educators of the State. Three new subjects[2] (history of

1. Report of Supt. of Pub. Ins. 1905-06, pp.131-45.
2. See page 59.

Arkansas, Civil Government and elementary algebra) were added for county licenses and a rearrangement of the subjects was made for the three grades. According to the old law all applicants were examined upon the same subjects. Those making a general average of 85% received a first grade license valid for two years; those making a general average of 75% received a second grade license valid for one year; and those making a general average of 70% received a third grade license valid for six months. The law[1] of 1903 made provision for county licenses as follows: "There shall be three grades of certificates graded on the following conditions: Applicants receiving a third grade license, which shall be valid for six months, must pass an approved examination in spelling, reading, penmanship, English grammar, arithmetic, geography, and United States History; receiving a second grade license, valid for one year, an approved examination in the subjects required for a third grade license, and also in history of Arkansas, physiology, and theory and art of teaching; receiving a first grade license, valid for two years, an approved examination in the subjects required for a second grade license, and also in civil government and elementary algebra." The requirements for the State License,[2] valid for life, remained unchanged.

Two new kinds of licenses were added by this Act No. 52 of the Acts of 1903. The first was called a special license. It

Note from page 58. The subjects for county license as required by the old law were: orthography, reading, penmanship, mental and written arith. English grammar, modern geography, history of the Un.S. theory and practice of teaching, and physiology and hygiene. See. Section 7010, Sandels and Hill's Digest.

1. Act. No. 52 of the Acts of 1903, Section 2.
2. The subjects for a State license as required by the old law were: All those branches required for county licenses; and, also, algebra, geometry, physics, rhetoric, mental philosophy, history

was valid for two years and was granted as evidence of qualifications to teach subjects not mentioned among those required for county licenses. The second was called a professional license. It was valid in any county of the State for a period of six years and was granted upon satisfactory examination on "algebra, plane geometry, general history, rhetoric and civil government," in addition to the subjects required for a first grade license. The special license, intended to assist school boards in selecting teachers especially prepared to teach subjects not enumerated among those for county license, apparently did not interest the teachers. No record is found in either of Mr. Hinemon's biennial reports of a special license being granted to any one. The professional license, however, was quite a favorite, from the beginning. During the first year after its authorization, 1903, twenty-four professional licenses were granted, while twenty-two were granted the next year. In referring to the list of persons receiving a professional license, Mr. Hinemon says: "The list[1] represents about seventy per cent of the candidates examined; the others were denied license, having failed to meet the requirements established for this grade of certificate." Thirty-nine more professional licenses[2] were issued during Mr. Hinemon's second term, making eighty-five for the

Note cont. from page 60. Latin, the Constitutions of the U.S. and of the State of Arkansas, natural history, and theory and art of teaching. See Section 6974, Sandels and Hill's Digest.

1. Report of Supt. of Pub. Ins. 1903-04, p.36.
2. A list of those securing these licenses is found in the Report of the Superintendent of Pub. Ins. 1905-06, pp.37 and 38.

quadrennium. The professional license enabled competent teachers to relieve themselves of frequent examinations and served as a stimulus to those who were able barely to secure a first grade county license.

2 The passage of a child labor law[1] by the legislature of 1903 evidently had a beneficial effect upon school attendance, but no data or statistics are available to show the extent of the increased attendance. Another act of this legislature, which evidently had a beneficial effect upon the educational tone of the State was Act. No. 137 authorizing cities of the first and second class to "levy a tax" for the support of public libraries.[2]

The General Assembly of 1905, by Act No. 215, created the Arkansas History Commission and appropriated $250.00 to enable the Commission to carry out its duties. This Act also appropriated $1000.00 to aid the Commission in printing the first volume of the Arkansas Historical Association. Dr. J. H. Reynolds, then Head of the Department of History, University of Arkansas, drafted this bill and managed the campaign resulting in the passage of the bill. The only other educational Act of this legislature, of a constructive nature, was Act. No.311, already referred to on page 54 as the Vaughter Bill for examining and licensing teachers.

Without doubt the most favorable legislation of this quadrennium was the Resolution of the General Assembly, March 2, 1905, submitting a constitutional amendment to the people on the

1. Act. No. 127 of the Acts of 1903.
2. Act. No.24 of the Acts of 1901 authorized cities of the first and second class to "receive gifts, donations, and endowments" for the support of the public libraries.

question of raising the limit of taxation for the State from 2 to 3 mills and for the districts from 5 to 7 mills. The time was ripe for such an amendment. A realization of an urgent need for more school revenue had grown rapidly among the masses of the people during the last five years. Superintendent Doyne had agitated the question of more revenue for the schools; Superintendent Hinemon argued aggressively for a change in the constitutional taxing limits for educational purposes;[1] educational leaders through the press and public addresses were pleading with the people for a higher rate of taxation for school purposes; ~~and~~one of the recommendations by the Committee of Ten[2] (Arkansas Rural Schools Committee) appointed by the Arkansas State Teachers' Association in 1904 was for an extension of the constitutional limit on the right of taxation; county examiners, in their reports, were very generally contending for funds to carry on the work of education; and the electors in nearly all the districts were voting the maximum rate of 5 mills.

The amendment was voted on by the people in September 1906, and was carried by the overwhelming majority of 92,969 to 47,368, practically 2 to 1.[3] In some counties the majority in favor of the amendment was 8 to 1; in nine counties only was there a majority against the amendment. Accordingly, the legislature of 1907, on

1. He contended that the limit of taxation for the State should be raised from 2 mills to 5 mills, and for the districts from the maximum optional tax of 5 mills to a maximum optional tax of 10 mills.
2. For outline of this report see pp. 151-152.
3. This was amendment No.8. It was the first change in the taxing clauses for public school education as fixed by the Constitution of 1874.

April 17, fixed the limit of taxation for the State at 3 mills and the maximum optional limit for the districts at 7 mills.

School Reforms Urged. In addition to thos school reforms secured through the above mentioned legislation, the following may be mentioned as those aggressively urged by the administration and county examiners in particular and by the educational leaders in general; (1) county supervision (2) a State normal school as well as county normal schools; (3) Increased salaries for teachers; (4) school libraries; (5) the study of elementary agriculture in the common schools; (6) more care in the construction and location of school houses;[1] and (7) a distribution of the school funds "on a basis of the number enrolled rather than the number of persons of school age."

1. A bulletin, which was very valuable to school directors, was issued by Superintendent Hinomon, under the title "Suggestions and Recommendations on the Arrangement and Care of School Houses and School Grounds." The bulletin contained a discussion of the following: location, outhouses, water supply, the school house, physical conditions, lighting, floors, doors, blackboards, interiot, cloakrooms, ventiliation, and books and bookcases. It also contained some twenty pages of cuts and diagrams.

ADMINISTRATION OF J. J. DOYNE, 1906-08.

After four years of private life, J. J. Doyne was again returned to the office of Superintendent of Public Instruction. He lacked four months of completing the term, resigning July 1, 1908, to assume the duties as President of the Arkansas State Normal School. The remainder of the term was filled by Geol B. Cook and the report for the biennial period was prepared by him.

Actual Conditions. Mr. Doyne found the educational outlook of the State far more promising at the beginning of this term than at the beginning of his second term in 1900. The following compilation of data shows at a glance the improvement that had been made along several lines:

	(1900)	(1906)
	1900	1906
1. Scholastic population (enumeration)	484,619	530,571
2. Number of pupils enrolled	314,662	345,146
3. Number of pupils in daily attendance	195,401	214,281
4. Per cent enrollment is of enumeration	64.93	65.05
5. Per cent attendance is of enrollment	62.10	62.08
6. Per cent attendance is of enumeration	40.32	40.39
7. Average length of school term in days	77.48	86.64
8. Total salary of teachers employed	$1,209,805.10	$1,769,092.19
9. Total number of teachers employed	6,959	7,581
10. Average annual salary of teachers	$173.70	$233.36
11. Average monthly salary of teachers	44.84	53.87
12. Revenue raised for support of common schools	$1,434,646.54	$3,346,091.14
13. Revenue expended for support of common schools	$1,369,809.73	$2,230,948.98
14. Amount expended per pupil enumerated	$2,827	$4,205
15. Amount expended per pupil enrolled	$4,035	$6,4
16. Amount expended per pupil in daily attendance	7.10	$10.411
17. Common school fund apportioned per child enumerated	1.01	
18. Total value of school property	$2,616,536.53	$3,607,783.08
19. Average value of school property per child enumerated	$5.399	$6.800
20. Average value of school property per pupil enrolled	8.315	10.453
21. Average value of school property per pupil in daily attendance	13.391	16.837
22. Number of pupils enrolled in H.S.	8,234	14,361
23. Per cent H.S. enrollment is of common school enrollment	2.62	4.16

Along the line of "per cent of Attendance", it will be observed from the above outline, there had been no material improvement; in fact, there had been a slight decrease in one phase[1a] of the attendance as indicated in item Nos.5. However, the increase in the average monthly salary of teachers, the increase in the average annual expenditure per child, and the increase in high school attendance were all outstanding features which made the outlook promising.

Again, the school system as a whole evidently had been more systematically organized by use of the "Graded Course of Study for Rural Schools", which went into operation July 1, 1903. Especially, was the financial outlook promising because of the provisions of amendment No. 8 raising the State tax from 2 mills to 3 mills and the district optional tax from a maximum of 5 mills to a maximum of 7 mills.

Evidences of growth and progress. In making a brief summary[2] for the biennial period, Mr. Cook points out, among other things, that the per capita opportionment was $3.14; that the total school expenditure per capita (those of school age) was $9.16, and that the number of new school houses built was 574, at a cost of $1,202,816.00. The Acts of the legislature for 1907 show forty special Acts authorizing various schools to borrow money for building purposes. This legislature was especially liberal in its appropriations for the State schools and institutions. That special school districts were gaining increased favor was evidenced by the

Note from page 64. The data indicating those enrolled in high schools is really data for those studying high school branches. Many pupils, no doubt, were really taking more work in common school branches than in high school branches.

1a. This would seem to indicate that the child labor law enacted in 1903 had not affected the school attendance.

2. Report of Supt. of Pub. Ins. 1907-08 p.5.

passage of forty-eight special Acts creating territory into special shhool districts. Special evidence of growth and progress was the development of the Arkansas Teachers' Reading Circle and of the State School Improvement Association. Both of these movements were developing rapidly and were calculated to produce very wholesome effects upon the educational welfare of the State.

Legislation Enacted. The General Assembly of 1907 distinguished itself by its constructive educational legislation. Spurred, no doubt, by the overwhelming vote cast in September 1906, for Constitutional amendment No.8, this Assembly enacted laws establishing a State Normal School, creating the office of county superintendent, and authorizing the teaching of elementary agriculture in the public schools.

Arkansas was almost the last in the galaxy of States to establish a normal school[1] for the systemative training of her teachers, but some years of persistent discussion at last brought reward. Act No. 317 of the Acts of 1907, approved May 14, provided "for the establishment and maintenance of a State Normal School for the State of Arkansas." The Act provided that the school should be managed by a Board composed of "State Superintendent of Public Instruction, the State Auditor, the State Treasurer and four other competent persons to be appointed by the Governor of the State, subject to the approval of the Senate." The State Superintendent was made chairman of the Board and the term of office of the appointive members fixed at four years. Among the first acts of the Board was the election of J. J. Doyne as President of the School. This selection

1. As early as 1900 every State in the Union except Arkansas, Nevada and Wyoming had established one or more State Normal Schools. See Report of Supt. of Pub. Ins. 1901-2, pp. 13-14.

met with the hearty approval of the teaching profession of the State and was a fitting tribute to the one who had perhaps been more earnest and influential than any other in promoting the movement for a normal school in Arkansas.

The Board was to prescribe the course of study and establish a model school for practice in connection therewith. Tuition was to be free to citizens of the State only. The conditions of admission were as follows: "No pupil shall be admitted to the noormal school who is not at least sixteen years of age, in good health, of good moral character, who shall have completed a course of study equivalent to that prescribed for the common schools of the State and who does not give a written pledge to the President of said school to teach in the common schools of the State of Arkansas for a period of two years after his graduation of the same." Graduates of the school were to receive "diplomas equivalent to a professional license, authorizing the holder of the same to teach in any public school of the State of Arkansas for a period of six years from and after the date of issue, and after the expiration of that time said diploma may be converted into a life certificate provided the character of work done by the holder thereof and his moral character meet the approval of the normal school board."

The initial appropriation carried only $15,000.00, but, under the condition that the Board should receive propositions for the location of the school, an additional su of $51,753.00 was rereceived from the town of Conway,[1] where the school was located, making altogether the sum of $66,753.00 for the establishment of the school[2] and its maintenance for one year.

1. In addition to this cash donation of $51,753.00 the town of Conway donated an 80 acre tract of land for building site and

A four years' course was outlined covering the following subjects: Agriculture, Drawing and Penmanship, English, History, Latin, Mathematics, Pedagogy, Science and Voice Training. One teacher was elected for each subject except Pedagogy, which was taught by the President. The first session opened September 21,1908, with an enrollment of 105 the first term.

The next year the Peabody Board donated $10,000.00 to improve the department of Agriculture and to establish a model farm for the benefit of the school.

Another important educational Act of the legislature of 1907 was the law providing for a county superintendent. This office was not new for Arkansas. An Act of 1853 provided that the County "Common School Commissioner" should be ex-officion county school superintendent with general supervision of the common schools. Among his duties[1] were: assisting the township trustees in the performance of their duties by giving them advice on the best manner of conducting common schools, constructing schoolhouses, and procuring competent teachers; recommending suitable textbooks, maps, charts, and apparatus and urging uniformity in the use of the same; examin- teachers and granting certificates; and making reports to the State school commissioner[2]. The common-school law of 1867, enacted by the

Cont. from page 67. agritultural demonstration work, and also provided "for the use of the school such water supply as might be necessary, a septic tank, electric light connections with the town, concrete sidewalk from the town to the normal buildings, and a strip of land on the north side of the grounds fifty feet wide and about one-eighth of a mile in length for street purposes." See Report of Supt. of Pub. Ins. 1907-8, p.59.

2.The original contracts for the building amounted to $51,864.08. In addition to this amount the sum of $2574.51 was expended for furniture and laboratory fixtures. See Report of Supt. of Pub. Ins. 1907-08, pp. 60-61.

1. Page 68. Weeks, History of Pub. Sch. Ed. in Ark. pp. 38-39.

2. The Secretary of State was ex-officio State School Commissioner.

'Rebel' legislature, retained the county school commissioner or superintendent with duties similar to those provided for by the act of 1853. The common-school law enacted by the first session of the Reconstruction legislature, July 23, 1868 provided for the appointment by the Governor of a 'circuit superintendent of schools' for each of the ten judicial circuits of the State. The salary of these circuit superintendents, at $3,000.00 a year, amounted to fully one-half of the State fund in 1868 and 1869. So vehemently did the people object to this feature of the law, as an unnecessary expense, that the Reconstructionists, in 1871 repealed it and substituted county superintendency for circuit superintendency.[1] County superintendency prevailed throughout the reconstruction period, but after the restoration of Home Rule and the adoption of the Constitution of 1874 the office of county examiner was substituted for that of county superintendent, as there was still a feeling that the expense of the county superintendents was not justified by the services of these officers.

Although the office of county examiner has continued ever since its first creation, its provisions were never satisfactory. The law prescribed important duties for the office of county examiner, in the way of visiting and super vising schools, but the small compensation of the office made it impossible to secure men who could or would do much more than hold examinations, grant licenses, and compile the school statistics collected from the district.

So, after thirty years, county supervision of schools was again established in Arkansas. The new law[2] was elective and

1. Shinn: Hist. of Ed. in Ark. p.40
2. Act. No. 399 of the Acts of 1907, approved May 27, 1907.

and each county decided for itself, by popular vote, whether county supervision should be adopted. After the adoption of county supervision, a county superintendent was to be elected by popular vote at each biennial election for state and county officials. In regard to the qualifications of the county superintendent, the law provided that "he shall have attained the age of twenty-five years, shall have taught at least twenty-four months in the county, within five years preceding his candidacy and shall at the time of his candidacy hold a first grade teacher's license to be approved by the state superintendent, professional teacher's license, or a State teacher's license, and he shall be eligible to re-election without further examination." His duties were as follows: hold quarterly examinations of teachers for the purpose of granting licenses; keep an account with each district showing all receipts and disbursements; keep a record of all contracts made with teachers and all contracts made with dealers for supplies; approve all charts, maps, globes or other school supplies purchased by the directors and furnish plans and specifications for the erection of new school houses;[1] keep a record of all amounts voted for various purposes at the usual May meetings of the electors and approve no warrants except as ordered at these meetings; receive detailed monthly reports from the teachers; urge the adoption of uniformity of text books; have an office at the county seat and devote all his time to official duties; prepare annual tabulated statements of the conditions of the shools; hold annual county institutes of a week's duration, one day district institutes at suitable times and places, and a "normal insti-

1. These plands and specifications, however, were to be approved by the directors.

tute from the first Monday in April to the regular quarterly examination in June"; etc. The salary of the county superintendent was to be the same as that of the county judge;[1] except that in no case should it be less than $600.00 a year or more than $1,200.00 a year, and was to be paid out of the common school fund.

The legislature of 1907 also passed a law[2] authorizing the teaching of elementary agriculture in the public schools. This law was calculated to have a more vital influence upon the school system of Arkansas than most educators of the State realized. Although most of the population of the State lived in rural districts where agriculture was the leading occupation, the teaching profession up to this time, apparently, had not conceived the idea of adapting the education of the country child to the real needs of his agricultural life. No recommendations along this line are found in the biennial reports of the Superintendents of Public Instruction, nor did the programs of the State Teacher's Association contain any numbers on agricultural education. The law was the result of agitation on part of the Farmers' Unions, which were prominent at that time, and also the initiative of the legislature itself. The law was not mandatory; it simply authorized and empowered the school directors "to cause to be used and taught, when in their judgment they saw fit, an elementary text book on the subject of agriculture." However, the legislature of 1907 is to be commended for making a beginning along this line. It showed a tendency toward adaptation of education to the real objectives of life.

School Reforms Urged. The recommendations made by the Superintendent in his biennial report for 1907-1908 were as follows:

1. Act. No. 455 of the Acts of 1907, approved May 29, 1907.
2. Act No. 455 of the Acts of 1907, Approved May 29, 1907.

the establishment of agricultural high schools in the rural districts to give the country boys and girls the knowledge and training that would fit them for their life work; consolidation of school districts; a revision of the records of the school district boundary lines; compulsory education; the repeal of section 13 of Act. No. 399 of the Acts of 1907 requiring the county superintendent to hold"a normal institute from the first Monday in April to the regular quarterly examination in June:" State aid to high schools and their adoption of a one or two years training course for teachers; medical inspection of the schools; a State Board of Education" with broad and elastic powers and comprehensive duties" to assist the Superintendent in systematically organizing and directing the educational forces of the State; an increase in the office force of the Department of Education and larger appropriations for the work of the office; a proper rendition of taxes; and a complete digest of the School Laws of the State compiled by competent legal authority.

The above recommendations show some interesting innovations. Yet they were all practicable and calculated to be helpful to the schools of Arkansas. They were not theories but features which had proven of inestimable value in other State school systems.

Administrations of Geo. B. Cook, 1908-1916.

In addition to filling our the unexpired term of J. J. Doyne, Mr. Cook's tenure of office covered four successive terms, making altogether a period of eight years and four months. Only one other man approached this length of service as State Superintendent of

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Arkansas. That was W.E. Thompson, who served eight years from, Oct. 30, 1882 to Oct. 30, 1890. This long tenure of office gave Mr. Cook time to organize extensive plans and carry them to a successful culmination. The results of his eight years and four months of consecutive service furnish strong argument for the need of extending the short biennial term of office of Superintendent of Public Instruction.

Actual Conditions. The condition of the public schools at the beginning of Mr. Cook's first term was indeed gratifying. The favorable legislation of the last two sessions of the General Assembly was already clearly manifest. The agitation on the part of the State Superintendents in their addresses and published articles, the efforts of aggressive leaders of the State among the press, the ministry and the bar, and the devotion of teachers, local school officers and enlightened citizens had produced a leaven which had permeated the masses, and they were coming to realize more clearly the school situation and to discuss its problems. Mr. Cook characterized the situation[1] thus: "No longer are the public schools looked upon as merely the supply houses for stored book knowledge but these schools are expected to train the youth for citizenship and life work. Practical training, the application of knowledge suited to the environment and to the individual, a system that will develop moral and physical, as well as intellectual, manhood and womanhood is the ideal toward which the schools are striving." Mr. Week's describes the schools at this time as follows:[2] "At last the schools were beginning to make good; they were beginning to justify their right to exist; they

1. Report of Supt. of Pub. Ins. 1907-08, p.6.
2. Weeks: Hist. of Pub. Sch. Ed. in Ark. p. 81

were training for citizenship and life; and the people, who are quick to realize such things, were coming more fully and more cheerfully to their support."

However flattering the above conditions may appear, it must be remembered that they appear such only in comparison with previous school conditions in Arkansas. When we compare them with those of other States of the Union we find the situation far from ideal and far below the average. This was clearly shown by nine graphs prepared by Mr. Cook. These graphs,[1] based on the Report of the United States Commissioner of Education for 1906-07 showed that Arkansas ranked as follows:

	Rank
1. In school population [2]	24
2. In value of all property	31
3. In length of school year	47
4. In amount raised per capita school population	42
5. In number of teachers	23
6. In teachers' average monthly wages [3]	23
7. In number of white, adult, native male literates	38
8. In amountoof school property	36
9. In school expenditures	29

This data shows that the State had an average rank of 32.56. In other words 67.8% of the States of the Union outranked Arkansas in an average of the nine features above mentioned. It is true the above data represents the rank of Arkansas for the scholastic year, 1905-06[4] and that considerable improvement had been made since that time. But the other States had gone forward also, and the relative rank of Arkansas at the beginning of Mr. Cook's first term of office was pratically the same as it was in 1905-06.

1. These graphs are found in the Report of State Supt. Pub. Ins. 07-08 inserted opposite, pp.32,64,96,128,160,192,224, 256 and 288.
2. Data for 1904.
3. Data for 1900.
4. The report of the U/S/ Com. of Ed. for 1906-07 was made from school statistics covering the year 1905-06.

Thus, conscious of the rapidly improving condition of the public school system of the State but even more conscious of its extremely low comparative rank with the other State systems, Mr. Cook entered boldly upon the duties of his office with a determination to make clear to the people the exact status of their schools and to advocate such changes and improvements in these schools as would rapidly raise their standards to a creditable level and enable the people to receive a vitalized training in economic efficiency, social perspective and progressive citizenship. This policy was manifest from the beginning, as is evidenced by the set of graphs just mentioned and by the recommendations[1] for needed legislation found on page 72 and we shall find that Mr. Cook's activities throughout his entire tenure of office were in harmony with this policy.

Evidences ~~for~~ of Growth and Progress. The biennial period for 1909-1910 was especially remarkable for public school progress. In speaking of this period in his first report[2] Mr. Cook says: "In 1910 there were 3,767,970 more days of school attendance than in 1909. This gain in actual school for the past year is equivalent to seven years' schooling for 5,054 pupils....The total value of school property has increased $2,000,000 and two and one-half weeks added to the length of the school term."

The following brief summary[3] shows in a very definite way the status of the schools for the biennial period from 1911-12 in comparison with that for 1910.

1. Although these recommendations are contained in the Report for Mr. Doyne's last term, they were made by Mr. Cook who filled out the last four months of the unexpired term.
2. Report of Supt. of Pub. Ins. 1909-10, pp.6-7
3. Report of Supt. of Pub. Ins. 1911-12, p 5.

	1910	1911	1912
1. School population	573,842	585,749	603,226
2. Enrollment	395,978	404,760	409,746
3. Average daily attendance	255,135	255,405	261,747
4. Average length of school year	106.5 days	113.9 days	117.9 days
5. Total number of school houses	6,182	6,306	6,338
6. Building erected during year	267	302	282
7. Value of new buildings	$451,188	$667,553	$1,014,109
8. Total value of school property	$6,939,320	$7,872,856	$10,131,828
9. Number teachers employed	9,522	9,834	10,175
10. Expenditures	3,187,083	3,510,132	3,837,549

Again, in speaking of his second biennial period, Mr. Cook says:[1] "The wisdom of the various progressive educational Acts passed by the General Assembly of Arkansas at its biennial sessions is apparent in the growth and advancement of our public school system, and especially, in the increased efficiency of the schools and the awakened interest of its citizens generally in popular education."

The biennial period for 1913-1914 showed a substantial increase along important lines as follows:[2]

	Increase during 1913-14
1. School population	32,236
2. Enrollment	29,878
3. Average daily attendance	36,550
4. Total number school houses	91
5. Average length of school year in days	11.8
6. Buildings erected during period	687
7. Value of new buildings	$1,792,242
8. Total value of school property	1,818,487
9. Number of teachers employed	186
10. Receipts	557,356
11. Expenditures	523,436

In speaking of his third biennial period Mr. Cook says:[3] "As shown throughout this syllabus of the twenty-third biennial report of this department the growth and development of popular ed-

1. Report of Supt. of Pub. Ins. 1911-12, p. 23
2. Syllabus of the Report of Supt. of Pub. Ins. 1913-14, p.3.
3. " " " " " " " " " 1913-14, pp.23-24.

dation in this State during the last several years has been very gratifying. It is evident that the citizens of the State are almost of one accord in supporting an adequate and efficient system of schools, whereby every boy and girl in the State may receive, in fact as well as theory, the benefits of the constitutional provision, intelligence and virtue being the safeguards of liberty, and the bulwark of a free and good government, the State shall ever maintain a general, suitable and efficient system of free schools, whereby all persons in the State between the ages of six and twenty-one years, may receive gratuitous instruction."

Mr. Cook's fourth biennial period, 1915-1915, was also characterized by a substantial degree of growth and progress. An idea of the material development of this period may be obtained from the following:

	1 June 30 1915	2 Increase in one year.
1. School population	649,689	14,227
2. Enrollment	447,726	8,102
3. Average daily attendance	304,401	6,104
4. Expenditures	$4,454,737	$93,752
5. Value of school property	12,660,849	710,634
6. Average length of school term	134.9days	5.2 days
7. Teachers employed	10,662	301

In addition to the statistics just given showing the material growth and progress for each of the four biennial periods of Superintendent Cook's tenure of office, there were many other evidences of satisfactory improvement and development in our public school system.

1. Statistics in this column are contained in an address, "Progress of Education in Arkansas", delivered by Supt. Cook before the Arkansas State Teachers' Assn. at its meeting in April, 1916. See Proceed. of Ark. State Teachers' Association, 1916-,p.54
2. The statistics for this column were calculated from the parallel column, the column on p90 and the column headed 1912 on p.89. No statistics for 1916 are available in the absence of a biennial rep.

The increased interest in manual training, domestic science, bookkeeping and commercial courses in the high schools, and the introduction of elementary agriculture and home economics into the public school course show that our people were beginning not only to understand the value of an education but also to realize the essential things in education that make for economy in life. The same idea manifests itself in the very favorable attitude of the people toward the four agricultural schools. Likewise we see it in the co-operation of the boys' and girls' club work and county demonstration work.

During the eight year period, anti-child labor laws and compulsory attendance began to be recognized as essential elements in an effective school system; county superintendency gradually grew in favor as it was adopted in various counties; consolidation of small, weak school districts into strong special school districts made remarkable progress; and school improvement association work spread rapidly over the State. There was an increased tendency of the people to vote the maximum local school tax, and there was a widely spread interest in better school buildings and better equipment. All these movements point strikingly to the fact that our people were making substantial efforts to improve their public school system.

That the teachers during this period were no less earnest in their efforts to increase the efficiency and raise the standards of the schools is shown by their faithful work in the large number of reading circles, their interest each year in the county institutes, their large attendance at the State Teachers' Association and their enthusiasm in the work of the Sectional Meetings; their willingness to put into operation the plans and policies of the State

Department of Education; and their hearty cooperation in all community movements connected with the schools. Even more significant was the large number of teachers taking courses in University Summer schools and the flattering attendance each year at the Arkansas State Normal.

Among other evidences of growth and progress we note the work of the Department of Education in building up sound, practical educational policies, in unifying the school interests of the people, in standardizing the courses of study, and in disseminating the gospel of education by frequent distribution of bulletins upon educational matters.

Finally, we would mention the magnificent campaign of the Arkansas Education Commission, the efficient work of the State Board of Education, and the untiring labors of the Supervisors in their respective fields of Secondary Education, Rural Schools and Negro Industrial Education. Without doubt, they were the strongest forces in the general growth and development of our educational system, the most potent factors in shaping the policies of our public schools, and the most effective agencies in arousing the people to a sense of the need and importance of education and a realization of their responsibility and obligations in connection with its support.

Legislation Enacted. The good work of enacting constructive and progressive educational laws, started by the legislature of 1907, was continued by the next legislature, 1909. Weeks says[1] "The student of the future may yet pronounce the Arkansas Assembly of 1909 more enlightened and statesmanlike than any of its predecessors." Five laws of far-reaching significance were enacted: two in regard to

agriculture, two in regard to compulsory attendance, and one in regard to rural special school districts.

One of the agricultural Acts[1] required "the teaching of Elementary Agriculture and Horticulture in the public schools of the State." A penalty of $25.00 was imposed upon county examiner, county superintendent or school director for the non-enforcement of this law. The agricultural Act of the legislature of 1907 simply authorized the directors to require the teaching of elementary agriculture in their schools where in their judgment they deemed it expedient. The new law, of course, with its $25.00 penalty, was calculated to go into effective operation all over the State.

The other agricultural Act[2] provided for the establishment of four public schools of agriculture in the State, in which should be taught "agriculture, horticulture, and the art of textile manufacturing." The districts were fixed for each of the schools; each school was to be managed by a Board of Trustees composed of intelligent farmers of the respective districts, who were to be appointed by the Governor, with the concurrence of the Seante, for a term of ten years; the course of study was to be fixed by the trustees of each school and tuition was to be free; the faculty of each school was to "consist of a principal, who shall be a graduate of some reputable school of agriculture, one instructor in stock raising and dairying, a complete textile instructor and assistants as may be necessary;"[3] the sum of $160,000.00 ($40,000.00 for each school)

1. Act. No. 315 of the Acts of 1909, approved May 31, 1909.
2. Act. No. 100 of the Acts of 1909, approved April 12, 1909.
3. The trustees could combine the duties of any members of the faculty when practicable.

was appropriated for the purpose of the Act; the four schools were to cooperate by reporting to each other the results of their several experiments and were to mutually agree upon the publication of such bulletins for free distribution as they deemed best for those engaged in agricultural pursuits. The first compulsory attendance Act[1], effective in thirty-one counties,[2] provided that all children between the ages of eight and sixteen years should attend regularly some school (public, private, parochial or pairsh) at least one-half of the entire time the school attended was in session, during any one year, or receive regular daily home instruction substantially equivalent to what they would receive in the regular schools. Children between the ages of sixteen and twenty years were subject to the same requirements unless "actively and regularly and lawfully engaged in some useful employment or service." Any child whose parents were financially unable to provide with proper clothing or whose mental or physical condition incapacitated it to attend the whole or any part of the period required, or whose residence was more than two and one-half miles from any school (by the nearest traveled road), or whose labor was absolutely necessary for the support of its family, or whose certification covered a common school course of at least seven grades might be exempt from the requirements of the law, by a court of competent jurisdiction or by the school board of the district in which said child lived. Any child not able to procure books was to be provided with same out of the general school fund of the district in which the child lived, upon action of the

1. Section 9 exempted 44 counties.
2. Act. No. 234 of the Acts of 1909, approved May 12, 1909.

school board of that district. For the enforcement of the Act, one or more attendance officers with competent authority were to be appointed by the school board. In cities or districts having 10,000 or more population by the last census truant schools might be established. Parents and guardians of children violating any of the provisions of the Act were subject to a fine of not less than ten nor more than twenty-five dollars. No business or other concern was allowed, upon penalty of fine in any sum not less than $10.00 nor more than $30.00, to employ a child within the prescribed age limits without first procuring a certificate from the superintendent or teacher of the school attended by the child stating that said child had fulfilled all the requirements of the law.

The second compulsory attendance Act,[1] effective in nine counties,[2] was essentially the same as the first. The chief differences were as follows:

1. The age limit was fixed at 8 to 14 years instead of 8 to 16 years.
2. Children from 14 to 16, instead of 16 to 20, must be sent to school unless "actively and regularly and lawfully engaged in some useful employment or service."
3. Children from 16 to 20 years of age are not mentioned.
4. Certificates must cover a common school course of eight grades instead of seven.
5. Attendance officers were to be appointed by school boards only in cities or districts of 3,000 or more population instead of for all schools as in the first act.

1. Act No. 347 of the Acts of 1909, approved May 31, 1909.
2. These counties were Franklin, Independence, Madison, Scott, Sebastion, Baxter, Cleburne, Polk and Yell. These last four were included in the list of counties exempt from the first law.

6. The minimum fine for parents and guardians of children violating the law was fixed at $5.00 instead of $10.00; while the fine for employees of children violating the law was fixed in any sum not less than $5.00 nor more than $10.00, including costs, instead of $10.00 and $30.00 respectively as before.

The fifth general, constructive legislative Act[1] of the Assembly of 1909 authorized the people of any given territory in any county in the State, other than incorporated cities and towns, acting upon the order of the county judge, to hold an election for the organization of a special or single school district having all the rights and privileges previously allowed only to schools in incorporated cities and towns.[2] It was provided that these rural special districts could borrow money upon a majority vote of the legal electors at any annual school meeting.

Whatever good may be said of the wholesome legislation enacted by the General Assembly of Arkansas at its sessions of 1907 and 1909, perhaps more may be said commending the session of 1911. Superintendent Cook regarded it as "the great educational legislature." Altogether the legislature of 1911 passed one hundred, twelve[3] general and special" acts on education, of which ninety were "special" and twenty-two were "general". Of the twenty-two "general acts, eleven were especially progressive and constructive in nature.

These eleven were as follows:

1. Act No. 45, authorizing the quorum courts to appropriate money to assist in carrying on "Farmers' Cooperative Demonstration work."
2. Act No.116, providing for the consolidation of adjacent school districts.
3. Act. No. 169, prescribing the manner of holding elections in rural special or single districts.

1. Act No. 321 of the Acts of 1909, approved May 31, 1909.

4. Act No. 206, amending Section 7615 of Kirby's Digest in regard to school directors contracting with teachers.

5. Act No. 231, regulating and enforcing attendance at school.

6. Act No. 275, amending Act No. 399 of the Acts of 1907, creating County Superintendency.

7. Act No. 328, creating a State High School Board and Providing State Aid to High Schools

8. Act No. 375, providing for the incorporation of institutions of learning and the regulation of their powers.

9. Act No. 423, appropriating three-fourths of the revenue from Forest Reserves for the use of the public schools.

10. Act No. 431, creating a State Board of Education.

11. Act No. 444, regulating the supervision of schools in cities with more than 5,000 scholastic population.

Act No 45, as indicated above, authorized the quorum courts of the respective counties of the State to annually appropriate such an amount as was deemed expedient to be used in co-operation with the United States Department of Agriculture in carrying on Farmers' Co-operative Demonstration work in said counties. The law also made valid and legal all similar appropriations previously made.

Act No. 116, providing for the consolidation of adjacent school districts, was a law which had been earnestly sought for a number of years. The idea of having a school "at each man's door" by means of the small district was deep-rooted in the minds of the people. Years of agitation, however, were beginning to have effect.

Notes from preceding page.
2. See enumeration of these privileges on p. 42-43.
3. The legislature of 1907 enacted eighty-eight "general and special" acts, while the legislature of 1909 enacted one hundred, one.

Consolidation was one of the three forms of school betterment emphasized by the Arkansas Education Commission in its campaign of 1910.[1] Act No. 321 of the Acts of 1909, as already indicated on p.98, was really a consolidation law, though its primary purpose was to enable schools to obtain the benefits of special or single districts. This law of 1911, though only permissive, was a step in the right direction. It provided that upon a majority vote at an election for consolidation, the consolidated district was endowed with the powers belonging to special school districts as far as they were applicable. The directors could borrow money for school purposes when authorized by a majority vote of the electors, and could provide transportation for the pupils if deemed advisable.

Act No. 169 provided for the manner of holding elections in the special or single districts organized under Act No. 321 of the Acts of 1909, recognized them as Rural Special School Districts, and authorized them to borrow money for building purposes upon a majority vote of the people.

Act. No. 206 amended Section 7615 of Kirby's Digest, in regard to directors contracting with teachers, by requiring the written contract to be made out in triplicate form, instead of duplicate form as formerly; the extra written contract was to be filed with the County Treasurer, who was not to pay warrants of any district until this law was complied with. The law was an attempt, to prevent irregularities in handling the district school funds.

Act No. 231 was a compulsory attendance law, effective in in thirty-seven counties, re-enacting Act. No. 234 of the Acts of 1909, with the following modifications:

1. Books were not to be bought for destitute children except in the first four grades, and then only in a sum not to exceed in the

aggregate fifteen dollars per year for any one school in a district; furthermore, the books were to remain the property of the school district in which they were bought and were to be safely kept by some person named by the board until needed for some future term.

2. The section relating to children between sixteen and twenty years of age was omitted.

3. The sections regulating the employment of children of school age by business concerns were omitted.

The counties affected by the three compulsory attendance laws are indicated by under line, as follows:

Act No.234 Acts of 1909	Act No. 347 Acts of 1909	Act No. 231 Acts of 1911
Arkansas	Ashley	Arkansas
Ashley	Arkansas	Ashley
Baxter	Baxter	Baxter
Benton	Benton	Benton
Boone	Boone	Boone
Bradley	Bradley	Bradley
Calhoun	Calhoun	Calhoun
Carroll	Carroll	Carroll
Chicot	Chicot	Chicot
Clark	Clark	Clark
Clay	Clay	Clay
Cleburne	Cleburne	Cleburne
Cleveland	Cleveland	Cleveland
Columbis	Columbia	Columbia
Conway	Conway	Conway
Craighead	Craighead	Craighead
Crawford	Crawford	Crawford
Crittenden	Crittenden	Crittenden
Cross	Cross	Cross
Dallas	Dallas	Dallas
Desha	Desha	Desha
Drew	Drew	Drew
Faulkner	Faulkner	Faulkne
Franklin	Franklin	Frankl
Fulton	Fulton	Fulto
Garland	Garland	Garl
Grant	Gratn	Gra
Greene	Greene	Gr
Hempstead	Hempstead	H
Hot Springs	Hot Springs	
Howard	Howard	
Independence	Independence	

Act. No. 234 Acts of 1909	Act No. 347 Acts of 1909	Act No. 231 Acts of 1911.
Izard	Izard	Izard
Jackson	Jackson	Jackson
Jefferson	Jefferson	Jefferson
Johnson	Johnson	Johnson
Lafayette	Lafayette	Lafayette
Lawrence	Lawrence	Lawrence
Lee	Lee	Lee
Lincoln	Lincoln	Lincoln
Little River	Little River	Little River
Logan	Logan	Logan
Lonoke	Lonoke	Lonoke
Madison	Madison	Madison
Marion	Marion	Marion
Miller	Miller	Miller
Mississippi	Mississippi	Mississippi
Monroe	Monroe	Monroe
Montgomery	Montgomery	Montgomery
Nevada	Nevada	Nevada
Newton	Newton	Newton
Ouachita	Ouachita	Ouachita
Perry	Perry	Perry
Phillips	Phillips	Phillips
Pike	Pike	Pike
Poinsett	Poinsett	Poinsett
Polk	Polk	Polk
Pope	Pope	Pope
Prairie	Prairie	Prairie
Pulaski	Pulaski	Pulaski
Randolph	Randolph	Randolph
Saline	Saline	Saline
Scott	Scott	Scott
Searcy	Searcy	Searcy
Sebastian	Sebastian	Sebastian
Sevier	Sevier	Sevier
Sharp	Sharp	Sharp
St. Francis	St. Francis	St. Francis
Stone	Stone	Stone
Union	Union	Union
Van Vuren	Van Buren	Van Buren
Washington	Washington	Washington
White	White	White
Woodruff	Woodruff	Woodruff
Yell	Yell	Yell

Act No. 275 amended Act No. 399 of the Acts of 1907, creating county superintendence, so that the county superintendent should conduct a five days' institute during the month of June under

the same directions and requirements as provided in the Vaughter law (Act No. 311 of the Acts of 1905) for county institutes held by county examiners, instead of the longer institute from the first Monday in April to the regular Quarterly examination in June. The salary was also increased by the addition of all fees paid for examinations for license to teachers.

Act No. 328, creating a State High School Board and providing State aid to high schools, was a result of special efforts on the part of the Arkansas Education Commission. Realizing the extremely poor condition of the high school facilities of the State and the very great need of efficient high school training, the Commission, from the beginning of its organization in July, 1910, adopted as one of its three main lines of activity the problem of aiding and eveloping high schools.

The main provisions of the law, which went into effect on the thirtieth of May 1911 were as follows:

1. A State High School Board[1], consisting of the Superintendent of Public Instruction, the President of the University of Arkansas, and a city superintendent of schools or a high school principal to be appointed by the Governor for a term of four years.

2. The duties of the board were to classify the high schools, establish normal training departments in four year high schools under the conditions of the Act, prescribe the regular courses of study to be adopted and taught in the high schools, and also the courses of study to be adopted and taught in the training departments in connection with the regular high school courses, determine

1. Upon the creation of a State Board of Education, the authority and duties of the High School Board, together with all of its records and other property, were to be transferred to the new board.

by examination the qualifications of all teachers employed in the normal training departments and approve their selection, supervise the distribution of all funds derived in aid of high schools, require annual reports from all high schools receiving State aid, provide for the inspection of all high schools, and withdraw at its discretion aid from any and all schools failing to comply with the conditions and terms of the acts.

3. Normal training departments were to be established only in high schools which provided at their own expense a professional library approved by the State Superintendent and which maintained a full four-year course taught by at least three teachers devoting their entire time to instruction in this fou-ryear course. Only one high school in each county was to receive aid for a normal training department.

4. State Aid was not to be granted to high schools in cities and towns having over 3,500 population, except that this restriction was not to apply to aid for normal training departments, nor was State aid to be granted to schools with less than twenty-five high school pupils, except in the case of rural high schools with at least fifteen high school pupils, where State aid might be granted at the discretion of the Board for a period not to exceed two years.

5. For high schools without normal training departments, the maximum amount to be received was $800.00 for those maintaining a three-year course, and $400.00 for those maintaining a two-year course. The maximum amount to be received by the schools of any one county was 5% of the total funds provided by the Act for aid to high schools.

6. The maximum amount to be received by high schools maintaining normal training departments was $1000.00 all or any part of which might be applied to the normal training department as designated by the State High School Board. As normal training departments were to be established in only one high school of each county, $1000.00 was the maximum amount to be received by each county in aid of the normal training departments.

7. The funds for State aid to high schools were to be expended only in payment of the salaries of high school teachers; furthermore, all State aid was conditioned upon the expenditure of an equal amount by the district upon the high school department of the school aided.

8. An annual appropriation of $50,000.00 was made from the common school fund of the State for the purposes of the Act

$10,000.00 of which was to be used in aiding normal [1] training departments and $40,000.00 for aiding in developing high school departments in high schools without normal training departments.

9. All graduates from the normal training department of any high school must have also completed the full four-year high school course prescribed by the State High school Board, before receiving a certificate of graduation from said normal training department.

10. A certificate of graduation from a High School normal Training Department licensed the Holder to teach in any of the common schools in the State for a period of two years. After twelve months of successful teaching and upon completion of a professional course of reading prescribed by the Superintendent of Public Instruction, holders of certificates of graduation from High School Normal Training Departments were licensed to teach in any of the common schools in the State for a period of six years.

11. All pupils of school age who had finished the elementary course of study as prescribed by the Superintendent of Public Instruction and all licensed teachers regardless of age could take advantage of the courses offered by the high schools with State aid in their own county without cost. All pupils from counties containing no high schools with State aid could have these advantages upon payment of $1.50 tuition per month. This amount was to be paid out of the common school fund of the district to which the pupil belonged, provided said district was able to maintain its school or schools at least six months in the year.

Act No. 375, as already indicated, provided for the incorporation of institutions of learning and the regulation of their powers. This law showed a tendency not only to standardize the colleges and institutions of learning, but also to correlate the entire school system of the State.[2]

1. So much as was necessary to defray the traveling expenses of the members of the State High School Board (not including the Superintendent of Public Instruction) and the necessary expenses of said Board incident to the performance of their duties in carrying out the terms of the Act were to be taken from thie $40,000 appropriation.

2. Later when the State Board of Education was created it was required to carry out the provision s of this Act.

Act No. 423 appropriated three-fourths of the revenue[1] on Forest Reserves, received by the State from the Federal Government, to the common school fund of the respective counties from which the revenue was collected.

Act No. 431 created a State Board of Education. This was another one of the three main lines of activity stressed by the Arkansas Education Commission. The Duties of the office of Superintendent of Public Instruction had become so large complex and so much needed to be done in the way of systematically organizing the State school system, that a State Board of Education with clearly defined duties and powefs was felt to be needed to assis in this important work.

The main provisions of the law, which went into effect on June 1, 1911, were as follows:

1. The Board was composed of the State Superintendent of Public Instruction, who was to be ex-officion chairman, and one member from each congressional district, appointed and commissioned by the Governor, subject to confirmation by the Senate, for a period of seven years.

2. The duties of the Board were to manage the common school fund and invest it from time to time, as it accummulated, in bonds of the United States or the State of Arkansas; to recover by process of law all moneys due the common school fund; to

Note 1. In the Act itself is recited the provision of Congress "that twenty-five per cent of all revenue received from the Forest Reserves shall be apdi into the State Treasury at the close of each fiscal year, beginning with the year which closed June 30, 1908, and that such money shall be apportioned to each county from which it was received for the benefit of the public schools and the public roads of such county or counties in such manner as may be determined by enactment of the General Assembly." The amount was already nearly $5,000.00 and was rapidly increasing.

ratify the apportionment of the common school fund by the Superintendent of Public Instruction; to control the [1] chartering of all educational institutions; to determine what institutions may confer degrees and under what conditions; to inspect all chartered institutions and revoke their charters for failure to maintain the required standards; to assist the Superintendent of Public Instruction in examining candidates with a view to making first grade county certificates state wide; advise with the Superintendent of Public Instruction upon the question of issuing State or perfessional licenses based upon State Teachers' certificates granted in other States or based upon normal school diplomas and degrees from educational institutions; to have general supervision of the public schools of the State; to prepare and distribute plans and specifications for the construction and equipment of school buildings, when called upon to do so; to provide courses of study for rural, elementary, graded and high schools; to prescribe plans for the organization and conduct of teachers' institutes; to prescribe rules and regulations for the sanitary inspection of all school buildings and the medical examination of all school children; to calssify and standardize the public schools; to prescribe the requirements for accrediting graded and high schools; to provide for new forms of educational efforts; and to take such action as may be necessary to promote the organization and increase the efficiency of the educational system of the State. [2]

The Board was required to keep a record of all its proceedings and file this record in the Office of the Superintendent of Public Instruction; also a biennial report to be incorporated in the biennial report of the Superintendent of Public Instruction.

The duties and powers of the State Board of Education as outlined above were of such a character as to enable the Board to do much constructive work and greatly improve the educational standards.

That our State Board has been a potent factor in shaping the policies, raising the standards and increasing the efficiency

1. This duty formerly devolved upon the Governor, the Secretary of State, and the Superintendent of Public Instruction.

2. The State Board of Education was not given control of textbooks.

of the educational system of the State is apparent to any one who is familiar with its activities. However, the composition of the Board and its relation to the State Department of Education is such that either one of two elements may at any time impair its usefulness. In the first place, the personnel of the Board, being made up almost exclusively of Gubernatorial appointees from political territorial units, might easily be represented by men who know practically nothing of the potential elements and factors underlying a public school system and who are incapable, therefore, of broad perspective and sound judgment in educational matters. In the second place, the relation of the Board to the State Department of Education is such as to creat a tendency on the part of the Superintendent of Public Instruction to proceed with the duties of his office without calling upon the Board for advice and counsel.

Act No. 444 provided that school systems in cities with more than 5,000 scholastic population should be exempt from the provisions of Act No. 399 of the Acts of 1907, creating county superintendency, that the school boards of such cities shall determine the course of study for the schools under their respective charges, fix the qualifications of teachers, and exercise whatever were vested in it by the law; and that the superintendent of such city schools shall perform the duty of a county examiner in granting licenses to those teaching in his own schools.

In contrast with the wealth of progressive educational legislation enacted by the General Assembly at its sessions in 1907, 1909 and 1911, we find a dirth of such laws characteristic of the sessions of 1913 and 1915. In addition to a number of special Acts authorizing certain territory to consolidate or form

a special school district or borrow money, only a few general educational bills were passed; and of those not one was of such a nature as to affect the school system in any appreciable material way. With the passage of laws directed toward teacher-training, agricultural education, county superintendency, consolidation, compulsory attendance, State aid to high schools, and the creation of a State Board of Education, the intense agitation for educational reforms had somewhat subsided; but there were a number of movements and reforms still needing legislation; viz. an organized plan of dealing with adult illiteracy in the State; uniformity of textbooks; support of the Normal School, the Agricultural schools, the University and other State schools by means of a millage tax; promotion of vocational education and extension work; amendments to improve the weaknesses[1] of laws recently enacted, etc.

School Reforms Urged. The General Assembly enacted legislation covering most of the school reforms urged by Superintendent Cook--for example, a State Board of Education, State aid to High Schools, consolidation, agricultural education and amendments to the laws providing for county institutes and compulsory attendance. Other reforms urged included improvements in the State Department of Education, Commission to study adul illiteracy in the State with a view to making recommendations for its elimination, uniformity of text books, millage basis for maintaining the State schools, and improvements in the system of licenses for teachers.

Administration of J.L. Bond, 1916-1918.

Upon taking charge of the State Department of Education

1. The laws governing county institutes, county superintendency compulsory education, licensing teachers and teachers' licenses in general-all had material weaknesses which needed strengthening.

Mr. Bond[1] was assuming duties with which he was perfectly familiar. He had served a s Deputy Superintendent from 1908 to 1912, and his work as Supervisor of Rural Schools from 1912 to 1916 had kept him in close touch with all the policies and activities of the office. Indeed, Mr. Bond's experience was such as to make him peculiarly well qualified to direct the rapidly developing educational system of Arkansas.

Actual Conditions. On the whole this administration began under very promising conditions. Many new school buildings had been recently erected, the course of study had been greatly improved and partially standardized, the teaching profession had increased wonderfully in efficiency, and the people as a whole were loyally supporting the schools. Consolidation and county superintendency had each gained a considerable hold upon the people, while compulsory attendance and anti-child labor laws were gaining in favor.

Notwithstanding these favorable conditions, it was apparent everywhere that the schools were in urgent need of more revenue. It was true that the State general tax had been increased from 2 mills to 3 mills and the optional maximum district tax had been increased from 5 mills to 7 mills, but the school population and the school system had recently grown so rapidly that the increased revenue was scracely any larger proportionally than before the increase in taxation. Again, the small territorial units of taxation, in spite of the large number of consolidated districts, made the revenue very unequally distributed. Thus, while many dis-

1. No biennial report for this administration has been published.

tricts were not seriously hampered by a lack of funds, there was a very large proportion of them unable to maintain more than three or four months of school annually.

Evidences of Growth and Progress. The most marked evidence of growth and progress was to be found in the rapid increase of such matters or school enrollment, school attendance, average length of school, annual expenditures, high school enrollment, et. The increased interest manifested in schools by the parents, and the zeal with which the children were undertaking agricultural club work in connection with their school work were striking evidences of an educational uplift. The work undertaken at the beginning of this administration by the General Education Board of New York City in placing a Supervisor in charge of the mountain schools of thirteen northern counties of the State ranks among the biggest movements for the betterment of our schools. Another gratifying sign of progress was the adoption of a Constitutional amendment raising the maximum optional local district tax from 7 mills to 12 mills.

Legislation Enacted. Constructive Educational laws[1] enacted by the General Assembly of 1917 were as follows:

1. Act No. 59, creating a Commission to study and report on the conditions of adult illiteracy in the State.

2. Act. No. 112, establishing a Commission to adopt a uniform system of textbooks for the common schools.

3. Act No. 118, putting the maintenance of the State schools on a millage basis.

Note 1. For a more complete outline of these laws, together with an outline of others less important see p. 206-210.

4. Act No. 457, appropriating $50,000.00 to encourage the teaching of elementary agriculture, home economics and manual training in rural and village high schools and the training of teachers for the rural and elementary schools.

Legislation Urged. No special legislation is particularly urged by the adminstration. The efforts along the line of legislation have been directed toward formulating an educational policy to be incorporated in the new Consitution being worked out by the Constitutional Convention now in session. The recommendations as presented by the Department of Education to the Committee on Education from the Sonstitutional Convention and adopted by the Committee are as follows:

"Section 1. Intelligence and virtue being the safeguards of liberty and the bulwarks of a gree and good government, the State shall provide for the establishment and maintenance of a general, suitable and efficient system of public instruction, wherein tuition shall be free for all persons over six years of age; provided, that the General Assembly may authorize local districts to establish kindergartens.

Section 2. There shall be three administrative and taxing units for school purposes: Namely, State, County and District.

Section 3. There shall be a State Board of Education composed of seven qualified electors appointed by the governor, and a commissioner of education, who shall be ex-officio member and executive officer of the State Board of Education. The term of office, duties, powers and compensation of the members of the State Board of Education and the term of office, manner of selection, salary, duties, powers and qualifications of the State commissioner of education shall be fixed by law.

Section 4. There shall be a County Board of Education, composed of five members elected by the qualified electors of the County in such manner as the General Assembly may prescribe and a county superintendent of schools for each County. The County Board of Education shall elect and fix the compensation of the county superintendent who shall be the executive officer of said board. The term of office, qualification, duties and powers of the County Board of Education, the county superintendent of

schools and of the District School Boards shall be fixed by law.

Section 5. The General Assembly shall provide for the maintenance and support of the public schools of the State for a period of at least six months annually in each school district, and the revenue for this purpose shall be derived from the State and County taxation, from the income, from the permanent school fund, and from an annual per capita tax of not less than $1 to be assessed on every qualified elector in the State. The General Assembly shall authorize the electors of each district to levy such tax as the electors themselves may deem necessary to provide suitable buildings, equipments and additional school term. The General Assembly may authorize the County Board of Education to provide for County high schools or high school privileges upon a majority vote of the electors affected.

Section 6. No money or property belonging to the public school fund, or to this State for the benefit of schools or universities, shall ever be used for any other than for the respective purposes to which it belongs."

Chapter III.

The Arkansas Education Commission.

The Arkansas Education Commission was created in lieu of a State Board of Education. The increasing volume of business attendant upon the maintenance of the Department of Public Instruction, the magnitude of the rapidly developing public school system, and the urgent need of capable advisory council in the intelligent direction and comprehensive development of this system in its varied and manifold interests led Superintendent Cook, as early as 1908, to recommend the creation of a State Board of Education[1] "to advise the Superintendent of Public Instruction and to assist him in the care and promotion of these (the school) interests." Undaunted by the failure of the legislature of 1909 to create such a Board, Mr. Cook succeeded in enlisting the Southern Education Board, acting through its representative, Dr. Wycliffe Rose, of Tennessee, to finance[2] an Arkansas Education Commission whose function should be to study the school conditions and advise with the Superintendent on all questions pertaining to the educational advancement of the State.

The Commission was composed of twenty-two members[3], appointed by Governor George W. Donaghey, in May 1910. The first meeting was held in Little Rock, July 28, 1910, and Dr. Henry S.

1. Report of Supt. of Publ Ins. 1907-08, p. 18.
2. The amount contributed was $3500.00, and was given without limitations or restrictions or even suggestions as to policies to be adopted by the Commission.
3. (Is to be found on following page.)

Hartzog, of Ouachita College, Arkadelphiac, Arkansas, was selected as Secretary.[1] At the first meeting of the Commission the following resolutions[2] were unanimously adopted:

1. "Resolved that our preliminary report should recite the history of the creation of this Commission and state its purposes.

2. "Recite the lack of unity in organization and suggest the creation of a State Board in Education to work in harmony with the State Superintendent, and to study educational conditions and make recommendations to the legislature.

3. "Recite condition of rural schools and suggest the need of consolidation of schools wherever advisable.

4. "Recite the inadequate supply of teachers and suggest State aid to high schools, requiring that such schools give free tuition to all pupils in the county, and that they provide for training teachers."

The Commission, of course, had no authority to enact laws; hence, its functions were purely advisory. Its purpose, as stated in its Preliminary Report, issued in September 1910, was "to investigate the school system of Arkansas and the laws under which it organized and operated; to make a comparative study of other school systems, to awaken sentiment and inform the public, and to formulate

Note 3 from page 119.

Cook, Hon. Geo. B., ex-officio chairman.
Hartzog, Dr. Henry S. Arkadelphia, Secretary.

Bernhardt, Jack--Dumas	Knox, J.C.-Monticello
Brickhouse, B. D.--Little Rock	Kuykendall, J.W.--Fort Smith
Cowling, J.T.--Ashdown	McCollum, J.H.--Hope
Dickinson, M.F.--Jonesboro	Millar, A.C.--Little Rock
Doyne, J.J.--Conway	Moore, Mrs. John I.--Helena
Eaton, J.C.--Bellefonte	Reynolds, N.H.-Fayetteville
Fletcher, B.A.--Augusta	Stoecher, A.--Spielerville
Garrett, R.N.--ElDorado	Triober, Jacob--Little Rock
Harper, Clio--Little Rock	Womble, W.E.--Womble
Heiskell, J.N.--Little Rock	Murrey, Mrs. T.P.--Little Rock

1. Later the Sec. was provided for a time with an office in the dept. of Ed. at Little Rock.
2. Preliminary Report of Ark. Ed. Com. pp. 4-5.

recommendation for the General Assembly, embracing such suggestions, revisions, and amendments as may seem wise and expedient in order to make the Arkansas school system comprehensive, efficient, and better adapted to the needs of our people."[1]

The Arkansas Education Commission at once entered upon the duties for which it had been created. As indicated in the set of resolutions just quoted, the first activities of the Commission were directed toward a State Board of Education, Consolidation of Schools, and State Aid to High Schools. In limiting its activities at first to these three lines the Commission says:[2] "We have not been unmindful of other needed reformsk nor have we forgotten the fact that an Education Commission which does its full duty to the public must present a symmetrical plan for the improvement of the entire school system. As we proceed with our investigations and studies...reports embracing a system for the general improvement of the public schools will be submitted."

Accordingly, committees were appointed to study the three problems determined upon by the Commission as its first line of activities.

The result of the studies of the Committee on a State Board of Education was incorporated in a report[3] of twenty-six pages, published by authority of the Department of Education. This report contained a survey of the State Boards of Education (or equivalent organizations) in thirty-nine of the States and Territories of the Union; the six States at that time without some such

1. Preliminary Report of Ark. Ed. Com. p2.
2. Ibid, p.4
3. Bulletin Number 17, A State Board of Ed. 26 pages.

educational agency were Alabama, Arkansas, Illinois, Maine, New Hampshire and Pennsylvania. In a well organized table[1] there was made an analysis of the Educational Boards of these thirty-nine States showing for each Board in a comparative way the number of members, the term of office, the personnel and how appointed, and their powers and duties.

In view of the many testimonials of effective work accomplished by Boards of Education in other States and in view of the educational needs of Arkansas, the Committee, after making the above comparative survey, recommended that a State Board of Education be constituted in accordance with the following plan:[2]

> "The State Board of Education shall consist of seven members. The Superintendent of Public Instruction shall be chairman ex-officio. These members shall be appointed by the Governor, the Superintendent of Public Instruction and the Chief Justice of the Supreme Court, and in their appointment due consideration shall be given to the various phases of the educational interests in the States.
>
> "The term of office of the appointive members shall be seven years.
>
> "The powers and duties of the board shall be as follows:
>
> 1. To have general supervision and inspection of the public schools of the State, including the educational departments of the State Charitable and Reformatory Institutions.
>
> 2. To make rules for the distribution of any part of a State school fund set aside to assist and encourage schools.
>
> 3. To prepare and distribute plans and specifications for the construction and equipment of schools.
>
> 4. To provide suggestive courses of study for rural, elementary and high schools.

1. Bulletin Number 17, A State Board of Ed. pp. 13-24.
2. Ibid, pp. 2-3.

5. To prepare all questions for teachers' examinations, to grade all examination papers and to prescribe all rules and regulations necessary to carry into effect the provisions of the law in regard to the certification of teachers.

6. To propose plans for organization of institutes.

7. To prescribe rules and regulations for the sanitary inspection of school buildings, and for the examination of pupils in order to detect contagious and infectious diseases and physical defects, and to take such other action as may seem necessary and expedient to promote the physical welfare of school children.

8. To classify and standardize the public schools and to provide for new forms of educational efforts and in general to take such action as may be necessary to promote the organization and increase the efficiency of the educational system of the State."

The report[1] of the Committee[2] appointed to study the problem of State Aid to High Schools was no less virile and conclusive than that on a State Board of Education.

The opening paragraph of the report[3], showing the legal status of high schools in the State, was as follows:

"So far as the law is concerned the State of Arkansas merely tolerates high schools; she has never provided a comprehensive legal basis for them; she has never dealt seriously with the problem. In naming the powers of the board of directors of special school districts, the law authorized them 'to establish and maintain a sufficient number of primary, graded or high schools to accommodate all the scholars in said district.' Again, the same section, in providing for the election of a superintendent of schools, authorizes him to 'be principal of any graded or high school the said board may establish.' This is the sum total of what Arkansas has to say in a legal way respecting high schools. Even in those provisions it is not at all certain that our law makers had in mind the high school of today, as they use the term as synonymous with graded school. Hence what high schools we have

Note 1. State Aid to High Schools. Ark. Ed. Com. Serial No.19 Nov. 1910, pp. 112.
2. J.H. Reynolds was chairman of the Committee.
3. State Aid to High Schools: Ark. Ed.Com Serial No. 19, p.3.

owe their existence and maintenance entirely to local initiative; they have never received even legal or moral encouragement from the State."

Next a tabulation[1] was made showing the condition of high schools in Arkansas to be as follows:

Number 4-year high schools in state	31
" 3 " " " " "	48
" 2 " " " " "	331
Total	110

Number of high schools employing four or more teachers	15
Number of high schools employing three teachers	20
" " " " " two "	42
" " " " " one teachers	32

Number of students enrolled in 4 year high schools	3333
" " " " " 3 " " "	1900
" " " " " 2 " " "	681
Total enrollment	5914

It was pointed out that since a large majority of the strong high schools were in the larger towns, the great mass of the rural population was without the advantages of high schools. This, indeed, showed that the high school interests of the State had been sadly neglected and that there was imperative need for improvement in this particular.

A survey was also made of the State Aid to High School movement of a few typical States in the various sections: viz.(1) in the West---Washington, California, Kansas and Nebraska; (2) in the North---Minnesota, Wisconsin, and New York; (3) in the East--Massachusetts and Rhode Island; and (4) in the South--South Carolina, Louisiana, North Carolina, Tennessee and Virginia. At that time most of the States in the Union were applying the principle of State

1. State Aid to High Schools--Ark. Ed.Com Serial No. 19, pp. 3.

are their guidance and influence relating to local initiative; they have never received even local or moral encouragement from [illegible].

A tabulation was made showing the availability of high school in towns to be as follows:

Towns 4-year high school in [illegible]	[illegible]
" 3 " " " "	[illegible]
" 2 " " " "	[illegible]
" 1 " " " "	[illegible]
Total	[illegible]

Number of high schools employing four or more teachers	12
Number of high schools employing three teachers	20
" " " " " two "	[illegible]
" " " " " one teacher	[illegible]

Number of students enrolled in 4 year high schools	[illegible]
" " " " " 3 " "	1,000
" " " " " 2 " "	[illegible]
Total enrollment	[illegible]

It was pointed out that since a large majority of the rural high schools were in the larger towns, the great mass of the rural population was without the advantages of high schools. This, indeed, showed that the high school increase of the [illegible] was merely neglected and that there was imperative need for improvement in this particular.

A survey was also made of the state in its high school movement of a few typical states in the various sections: viz.(1) in the East---Massachusetts, California, Kansas and Pennsylvania; (2) in the North---Minnesota, Wisconsin, and Iowa; (3) in the [illegible] Columbia and Rhode Island; and (4) in the South---North Carolina, Kentucky, South Carolina, Tennessee and Virginia. In that time most of the states in the Union were employing the method of [illegible]

1. Aid to High School---Mass. Journal of Ed. [illegible]

Aid to High Schools, but a survey of the fourteen mentioned above was deemed "sufficient to show the different forms and amount of state aid, as well as the extent of the movement" for the purposes of the Committee. Tables were given showing the growth of High Schools under the operation of State aid in a few of the States studied.

In conclusion the Committee pointed out a number of constructive principles[1] for the guidance of Arkansas in her problem of dealing with the high school situation. These were incorporated under seven heads as follows:

> "1. Arkansas' Condition. Arkansas has no sufficient law governing high schools... and as a result has but few high schools.
>
> 2. The Need of the High School Imperative. The public high school is essential to the life of the public school system. It is democratic; it is the college of the people; it makes for economic efficiency. It multiplies the productive power of the people and prepares its students for a better solution of the most important meat and bread problem. It transforms the community into a center of culture and refinement and raises intellectual and moral standards...
>
> 3. State Aid. The most powerful force used by the practical American in the development of high schools is State Aid. The application of this principle has brought into existence thousands of high schools and has made efficient as many more small ones... State Aid is not given to relieve the locality of the burden of supporting its schools; on the contrary, it is conditional on local self-help... The most fundamental principle governing the distribution of state subsidies running through all the laws is to help only such schools as help themselves and as have in them the elements of success.
>
> 4. Unit of High School Organization. Touching the territorial unit used as the basis of high school organization, the states vary with the form of local government dominant in them. The district, township and county are the more common units... The essential principle to safeguard is that a sufficiently large taxing unit should be required before state aid is granted, to guarantee sufficient

Note. 1. State Aid to High Schools--Ark. Ed.Com. Serial No.19, pp. 9.

funds to make the school efficient. The elementary grades must also be protected against neglect...The high schools can not prosper unless they are fed by students from efficient common schools....

5. State Supervision. Another principle running throughout state aid legislation is state supervision of high schools. The State must take guarantees that the schools aided are worthy and that they apply the money in accordance with the terms of the grant...

6. Normal Training. Several states.... give state aid to high schools for the purpose of establishing normal training departments therein. Raising the standard of teaching efficiency is the keynote to the rural school problem. It is distressingly low now. Most of our rural teachers have merely finished the common school course in the country and have had no professional training... Arkansas should provide that a small part of the amount appropriated to aid high schools should be used by the State Board in establishing in our strong high schools normal departments.

7. Industrial Training. A few states, in appropriating for high schools, provide that either some of the applied arts and sciences shall be taught, or that the State Board may require at its discretion such subjects to be taught. Some such provision should be made (for Arkansas).... The State Board should be given discretion; it should lie within its power to say when a school shall offer industrial training as a condition of granting State aid."

The report[1] of the Committee[2] on the Consolidation of Rural Schools was in keeping with the two preceding reports as to verility, thoroughness and comprehensiveness. To secure information as to the status of consolidation in the county at large the Committee sent a letter of inquiry to the Superintendents of Public Instruction in every State of the Union. "Their replies," the report[3] states, "show that in a large majority of the states the small community district either does not exist or is disappearing, and that the larger units

1. Consolidation of Rural Schools, Ark.Ed.Com. Serial No.20, p. 12 Dec. 1910.
2. The Committee was as follows: J.W. Kuykendall, chairman, Ft. Smith; J.T.Dowling, Ashdown; and W.E. Womble, Womble.
3. Consolidation of Rural Schools, Ark.Ed. Com. p.4

of school organization are a pronounced success." To substantiate this statement, excerpts are quoted from replies received from the following States; Connecticut, Florida, Idaho, Indiana, Iowa, Kansas, Louisiana, Maine, Massachusetts, Nebraska, New Jersy, New Mexico, North Dakota, Pennsylvania, Texas, Utah, Vermont, West Virginia and Virginia.

The rural school conditions of Arkansas were then set forth, in part, as follows:[1] It is needless to go into detail as to the present unsatisfactory conditions in the typical rural schools of Arkansas. The houses are inadequate, unsanitary, uncomfortable, unattractive. Their surroundings have received little attention either for beauty or healthfulness. The schools are practically without apparatus for the teaching of any of the special subjects of science of industry. Teachers, however, earnest and capable, are without training in the methods of teaching, because they have no facilities for acquiring technical knowledge of teaching, and the number of new trained teachers is not sufficient to supply the annual vacancies in the teaching corps. Salaries are inadequate, so that many of the best teachers leave the school room each year... This constant change of teachers magnifies the evil of short terms, so that year after year many children repeat the same line of work without progress and with growing indifference. ...No permanent classification seems possible and there is no systematic course of study governing the progress of the child through school."

An addenda to the report (p.9) by Superintendent Cook gives the following facts taken from the annual reports of county

1. Consolidation of Rural Schools. Ark.Ed.Com. p. 7.

examiners, August, 1910:

1. 112 one-room schools with an enrollment of ten or less.

2. 179 one-room schools with an enrollment of fifteen or less.

3. 636 one-room schools with an enrollment of twenty-five or less.

4. 931 one-room schools with an enrollment of thirty-five or less.

The usual objections to consolidation were taken up briefly by the Committee and shown to be fallacious or at least insignificant in comparison with the advantages of consolidation.

The Committee formulated no definite plan of consolidation that might be embodied in a legislative enactment on consolidation, simply stating that it was the purpose to ask for legislation along these lines:[1]

1. To enable two or more districts, so desiring, to unite, thus securing a larger area and a larger revenue.

2. To provide means whereby small schools may be discontinued and the children brought together into larger schools, whenever conditions make such centralization feasible.

3. To encourage the grading of rural schools, the introduction of agriculture, manual training, and domestic science into the course of study, and the organization of high school departments and rural high schools, so that the best obtainable common school education may be placed within the reach of every child.

During the Summer and Fall of 1910 the Arkansas Education Commission held some two hundred or more rallies in various parts of the State to acquaint the public with the educational reforms urged

1. Consolidation of Rural Schools/ Ark. Ed.Com. p. 9

by the three special committees in their reports[1] just outlined. Public speakers everywhere volunteered their services at these rallies; the club women manifested an active interest in them; and the teachers worked zealously to make them a success. Generous space for advertising the rallies was contributed by the local newspapers; and a thousand addresses and sermons were delivered in the pulpits of the State by laymen and ministers in the interest of public school education.

The rallies for the most part were well attended and much interest and enthusiasm displayed. In speaking of the results of the movement the Committee says:[2] "Everywhere the friends of education have been surprised and gratified at the profound interest among the masses in the cause of educational advancement. Arkansas is in the midst of an educational revival which is stirring the people as they have never been stirred before. The public is clamoring for an improvement of the public school system."

Soon after the appointment of the Arkansas Education Commission by the Governor, the Democratic State Convention unanimously adopted the following resolution:[3] "Realizing that consecrated intelligence is the foundation stone of Democracy, we heartily endorse the recent action of our Governor in appointing an Education Commission to study the school laws of the State with a view of recommending to the Legislature revisions and improvements. Ignorance is a greater burden to a State than taxation and we call upon all good citizens to extend a sympathetic cooperation to the Commission in its efforts to

1. One hundred thousand copies of the Commission reports were sent out.
2. State Aid to High Schools: Ark. Ed. Com. Serial No. 19,p11.
3. Preliminary Report of Ark. Ed. Com. p. 2.

solve and simplify our educational problems."

The Arkansas State Teachers' Association, with an enrollment of 1140 members, at its December meeting in 1910, unanimously adopted a resolution[1] "commending the work of the Arkansas Education Commission and endorsing the reforms urged by its special committee."

Governor Donaghey, in his inaugural address[2] to the General Assembly of 1911, said concerning the Commission, "A decided step towards a careful readjustment of our public school system has been taken by the present administration in the appointment of the Arkansas EducationaCommission. This action has been taken without involving the expenditure of a single dollar of the State's funds, and has brought to bear upon our school problems the careful, thoughtful consideration of a commission selected with special reference to to the fitness of each member for this important service to the State. It is the province of this commission to make a careful study of our present school laws; to look into the working of the laws of other States that have made the best progress along this line; to remedy the defects and create a system that will mean better schools and better school laws. I, therefore, earnestly recommend that you give special attention to the report and findings of this first Educational Commission of Arkansas."

A further indorsement of the work of the Commission was embodied in a resolution[3] of the General Assembly, approved April 7, 1911, as follows:

"Be it resolved by the House of Representatives, the

Note 1. Proceedings of the Ark. Teachers' Association, 1910. p. 30.
2. Message of Gob. George W. Donaghey to the Members of the Thirty-Eighth Gen. Assembly pp. 43-44
3. House Concurrent Resolution No. 12, Act. of 1911.

Senate Concurring therein:

"That we heartily approve the work that the Arkansas Education Commission is doing in its efforts to bring about better educational conditions in the State; and

"That the Commission be continued, for future investigations and work, to the end that a full and complete report of its findings and recommendations be made by said commission to the next General Assembly, and also that the Education Commission is empowered and authorized to codify the school laws of the State of Arkansas."

Indeed, the Arkansas Education Commission by its intensive campaign had created an educational revival among the people; the members of the coming legislature, which convened in January 1911, had caught the spirit; and the efforts of the Commission were crowned by the passage of laws relating to three reforms so urgently stressed in the campaign. Act no.116 was provided for Consolidation; Act No.328 authorized State Aid to High Schools; and Act. No.431 created a State Board of Education.[1] In addition to these three constructive laws, the legislature of 1911 further distinguished itself by the passage of at least eight other general educational laws[2] of a progressive nature---all of which, no doubt, followed as a sequence to the general feeling of a need for educational reforms, which had been created by the campaign of the Education Commission.

1. For an outline of those laws, see pp. 200-203.
2. For a list of these eight laws see pp. 199-200.

Chapter IV.

General Educational Agencies.

In addition to the work of the Department of Education under the direct supervision of the State Superintendent of Public Instruction, there are four lines of educational activity in the State of Arkansas, which may be termed "General Educational Agencies: viz. (1) Supervision of Secondary Education; (2) Supervision of Rural Schools; (3) Supervision of Special Mountain Schools in Thirteen Counties; and (4) Supervision of Negro Schools. These four lines of educational activity are under the direct supefvision of their respective Supervisors, and are financed entirely by contributions from sources outside the State. The Superintendent of Public Instruction exercises only advisory control over them.

Supervision of Secondard Education. Supervision of Secondary Education was the first of these agencies to be established.

As indicated in Chapter III, in outlining the report of the Committee apointed by the Arkansas Education Commission to study the problem of State Aid to High Schools, there was not legal basis prior to 1911 for the existence of high schools. According to the Digest of School Laws, issued in 1909 by the Department of Public Instruction, only two sections make any reference to high schools. Section 7684, among other things, authorizes the board of school directors in cities and towns "to employ a superintendent of schools, who may also be principal of any graded or high school in that said board may establish;---to establish and maintain a sufficient number of primary, graded or high schools to accomodate

all the scholars in said district; to determine the branches to be taught and the text books to be used in the several schools of the districts;---"The next Section, 7685, makes practically the same provision. It says, in part, "It shall be the duty of said board, as soon as the means for that purpose can be provided, to establish in said district an adequate number of primary schools so located as best to accommodate the inhabitants thereof; and it shall be the further duty of said board to establish in said district a suitable number of other schools of a higher grade or grades, wherein instructions shall be given in such studies as may not be provided for in the primary school; the number of schools, the grades thereof, and the branches to be taught in each and all of said schools to be determined by said board." These two sections constitute the body of laws governing high schools or secondary education prior to 1911.

It will be noted that in Section 7684, the terms "high School" and "graded school" are used synonymously, while in Section 7685 only the term "higher grade or grades" is used. From this we are led to believe that the framers of these two sections of law did not have in mind the idea of a high school as we understand it today. During the stormy days of Reconstruction and the years immediately following, high schools were not considered a part of the free (public) school system. 'Tis true a revolution in opinion on the subject of secondary or high school education has taken place since then, but only in comparatively recent years have our ideas on the subject been crystalized. Consequently, our laws have been based upon the illogical and anomlous policy of making permanent provision for elementary school education and University training, leaving

secondary education--the connecting link between the elementary school and the University--to the care of academies and such high schools as might be established and maintained by the chance initiative of local school authorities.

Since the State "simply permitted but did not encourage "high schools," they were not under the supervision of county or State officials and consequently were not required to make official reports. The only statistics relative to secondary education summarized in the reports of the State Superintendent are found in the column headed "higher education" contained in the Tables giving the "Number of Pupils in the Different Subjects Taught." This data, of course, gives no information at all as to the status of high schools in the State. Though there were nearly one hundred schools claiming secondary rank in 1909, it was a matter of common knowledge that only a very few of these were worthy of the rank of high schools. Furthermore, most of those entitled to high school rank were located in some seven or eight of the largest cities of the State. With rare exceptions there were no high schools outside the towns and villages; hence, secondary or high school education was denied the great majority of children of high school grade and age.

Realizing this lamentable condition, Superintendent Cook prevailed upon the General Education Board, of New York City, to place a Supervisor of Secondary Education in Arkansas for the purpose of improving and building up the high schools of the State. An initial sum of $7,000.00[1] was appropriated for the purpose, and

1. Report of Supt. of Public Ins. 1909-10, p. 7.

B. W. Torreyson, Superintendent of the Little Rock Schools, was chosen as Supervisor. The work of the Supervisor was to be under the joint direction of the University and the State Department of Education.

Mr. Torreyson entered upon his new duties in the Fall of 1909, and gave his immediate attention "to the standardization"[1] of existing schools with the respect to courses of study, teaching force, length of term, length of recitation periods, reduction of the number of daily classes per teacher and material equipment, rather than to the establishment of new schools." This was a wise policy in view of the fact that our high schools, in the absence of a centralized directive and supervisory educational agency, had conformed to no rules of standardization.

Naturally, the first work of the Supervisor of Secondary Education was the organization of an outline course of study for high schools; and, accordingly, the following "Four-Year High School Course"[2] was prepared:

First Year

1. English-Grammar, Composition and Classics.
2. Mathematics-Elementary Algebra through quadratics.
3. History- Ancient
4. Latin or German or French or Manual Training or Physical Geography or Domestic Science or Elementary Agriculture.

1. Bulletin D 23, Ark. State Dept. of Pub. Ins. (High School Reports and Tables, 1911-12) pp.3-4
2. Bulletin No. 9. Pub. by Authority of Geo.B. Cook, State Supt. also found in Report of Supt. Pub. Ins. 1907-08, pp.88-90.

Second Year

1. English-Rhetoric, Composition and Classics.

2. Plane Geometry.

3. Modern History.

4. Latin or German or French or Biology or Manual Training or Domestic Science or Elementary Agriculture.

Third Year

1. English-Rhetoric, Composition and Classics.

2. Mathematics- Advanced Algebra.

3. English History.

4. Latin or German or Greek or French or Chemistry or Physics of Bookkeeping.

Fourth Year

1. English-History of Literature, Composition and Classics.

2. Mathematics-Solid Geometry ½, and Trigonometry ½, or Advanced Arithmetic ½.

3. American History and Government.

4. Latin or Greek or French or German or Physics or Chemistry or Commercial Geography or Shorthand.

The above outline was accompanied by a statement of the "entrance requirements" of the University of Arkansas, for its various degrees.

Much time was spent by the Supervisor in visiting and inspecting the high schools of the State; and, though there was no law compelling their cooperation, the high schools generally manifested a great interest in the movement[1] to raise the standard of secondary

1. Apropos of the favor with which this movement was received we quote from the "Resolutions" of the Arkansas Teachers' Association Dec. 1909, the following: "To the General Education Board we express our thanks for their having established the chair of secondary

(p. 117.)

education. In the course of a few months the high schools had been rated, on a basis of the standard Carnegie-entrance unit; and this rating was furnished the college and University authorities of the State for their guidance in classifying students, who entered their respective institutions.

The movement for the development of the high schools of the State was greatly facilitated by two general laws enacted by the legislature of 1911. The first one[2] created a State High School Board and provided State Aid to High Schools; the second[2] created a State Board of Education. As stated in Chapter III, these two laws, together with several others, were the results of the active campaign carried on during the latter part of 1910 by the Arkansas Education Commission.

The main duties of the State High School Board were to classify high schools receiving State aid, to establish normal training departments in four-year high schools, to prescribe the courses of study to be adopted and taught in the normal training departments, and to determine the qualifications of all teachers in said normal department. On the creation of a State Board of Education all the powers and duties of the High School Board were to be transferred to the new organization.

1.(from page 116) education in this State. We believe that this movement has already been of great benefit to the State and under the leadership of B.W. Torreyson, we expect greater results in the future." Proceedings of the Ark. State Teachers' Association, 1909, p. 19.
2. Act No. 328 of the Acts of 1911.
3. Act No. 431 of the Acts of 1911.

The extension of State aid to high schools had three specific purposes:

1. To establish high schools in the rural districts so as to extend high school privileges to the children of these districts.

2. To strengthen and standardize the high schools; and

3. To provide for the training of teachers for elemontary and rural schools.

For the purposes of the Act, the sum of $50,000.00 was appropriated out of the common school fund -- $40,000.00 of which was to be used for general high school purposes and $10,00.00 for teacher training departments in high schools.

The main duties and powers of the State Board of Education were to have the management and investments of the permanent school fund; to recover by process of law all moneys due the common school fund; to control the chartering of all educational institutions; to determine the conditions upon which degrees should be conferred; to provide courses of study for rural, elementary, graded and high schools; to classify and standardize the public schools; to prescribe the requirements for accrediting graded and high schools; and to take such action as may be necessary to promote the organization and increase the efficiency of the educational system of the State.

Immediately upon its organization, July 14, 1911, the State Board of Education[1], acting in its capacity as State High School

1. The personnel of the board was as follows:
Cook, Geo. B. ex-officio chairman
Torreyson, B.W. Supervisor of Secondary Education,
O'Daniels, C.L. Secretary;
Kuykendall, J.W. Fort Smith; Bradham, D.A., Warren;
Lee, John P. Clarendon; Hutchinson, Forney, Hot Springs.
Reynolds, J.H., Fayetteville.

Board, drafted the following regulations[1] governing high schools receiving State aid for general purposes:

1. Each school shall be provided with at least one room to be used for high school purposes only.

2. A two-year high school shall provide at least one teacher who shall give his whole time to high school work; a three-year high school one and one-half teachers; a four-year high school tow and one-half teachers; and a normal training high school three teachers, in addition to the normal training instructor.

3. The school term shall not be shorter than eight months.

4. The recitation periods shall be at least forty minutes when the term is nine months or firt-five minutes when the term is eight months.

5. Three and your year high schools must equip a laboratory for the teaching of at least one natural science and normal training high schools must equip for two.

6. All pupils of high school grade and all licensed teachers may attend any State aided high school located in the county in which they reside without payment for tuition.

7. All schools must expend annually not less than $25.00 for library, the books selected to be approved by the State Board of Education.

8. All teachers employed in high schools receiving aid are subject to approval by the State Board of Education.

9. All schools must enroll at least twenty-five high school pupils; provided, a rural high school with an enrollment of fifteen may receive aid for two years.

1.Bulletin, D 23 Ark.State Dept. of Pub. Ind. 1911-12, p 4.

In addition to these regulations, the following[1] were drafted for the government of those high schools receiving State aid for teacher training departments:

1. The school must offer a full four-year standard high school course.

2. There must be three high school teachers in addition to the normal training instructor.

3. The normal training instructor must have had special preparation for his work and must be approved by the State Board of Education.

4. The course of study must include at least fourteen units of academic work and three units of professional work.

5. On completing the course, graduates may be given license to teach in any of the common schools of the State. This may be converted into a professional license after two years of successful teaching and the completion of a course of reading prescribed by the State Superintendent.

The regulation of the State Board of Education in regard to the qualifications[2] of teachers required all teachers employed in high schools to hold a State, professional or first grade license. Those holding a first grade license must have as additional qualifications, two years of college training, a normal school diploma, or three years of successful high school teaching experience.

The above regulations as to the course of study, State aid to high schools and qualifications of teachers employed in high schools went into effect in the Fall of 1911, with the

1. Bulletin D,23 Ark. State Dept of Pub. Ins. (High School Reports and Tables, 1911-12, pp 5-6
2. Ibid, p. 5

opening of the 1911-12 school term. In summarizing the results after three years of operation, Superintendent Cook says:[1] "Attention is called to the growth of high schools under the State Aid law; especiallys as to gain in number of high schools, 126 per cent; total enrollment, 92 per cent; and number of full four year schools, 131 per cent; more significant than this is the enrollment of 2,500 rural boys and girls who are annually given free instruction in State schools. Without this law they could not have had this training at all. Its effect on rural schools has been extremely beneficial in that it has ~~sent~~ set standards for entrance in high schools, which has made necessary more exact and thorough work and completion of the common school course. It has given free instruction annually to more than a thousand rural teachers; and strong professional courses in normal training high schools to an annual average of four hundred young teachers who want a more thorough preparation for teaching in the elementary and common schools. Of these one hundred and sixty-three have completed the course, received diplomas and licenses and are now teaching with success. Besides the schools have been brought to standards in length of term, length of recitation, number of teachers, and laboratory and library equipment. Their efficiency has been greatly promoted in all respects."

The following outline[2] shows the progress of the high school development, under State aid and the supervision of the State

1. Syllabus of the Twenty-Third Biennial Report, State Supt. of Publ. Ins. 1913-14. pp.16-17.
2. This outline is taken from the outline in the Syllabus of the Twenty-Third Biennial Report, State Dept. of Pub. Ins. 1913-14 pp.16 and from the Summary of High School Statistics in Bulletin D 23, Ark.State Dept. of Pub. Ins. (High School Reports and Tables 1911-12) p 25. For more complete details, see these two references.

Board of Education together with the Supervisor of Secondary Education, in a little more detail:

	'08-'09	1909-10	1910-11	1911-12	1912-13	1913-14	14-15
rollment, Dist. & State ided high schools	4,625	5,633	6,708	9,567	11,707	12,862	
crease in enrollment		1,008	1,065	2,859	2,859	1,155	
er Cent of increase in rollment		21.79	18.96	42.62	22.37	9.87	
chools aided for general rposes				79	106	119	137
chools aided for normal raining				14	14	13	14
otal schools aided				93	120	132	151
hole number of high schools n State		89	94	122		213	
upils enrolled in normal raining classes				324	398	448	
ormal training diplomas ranted				41	51	71	
upils studying agriculture, tate aided H.S.				1,632 (1)	2,428	2,177	

ote. About 700 additional pupils were studying Agriculture in the district high school, i.e. School not receiving State aid.

When we take into account the increase in the length of term, length of recitation, number and efficiency of teachers, and the number of years included in the course, together with the general development of the standards of the high schools, the above showing for three years of State aid, 1911-1914, is indeed remarkable and gratifying. The gap between the common school and the University had been bridged, and our so-called free school system had become a system

in reality, with free opportunities for all Arkansas children to make equal advancement in life, whether they happen to live in the city or in the rural community.

Notwithstanding this wonderful showing, there was growing up in many localities a more or less bitter opposition to the principle of State aid to high schools. It was contended by the objectors and by petty politicians that, since the fund for State aid to high schools was taken out of the common school fund, the rural district, regardless of whether it was able to take advantage of the law, had to contribute to the support of high schools. The system, they claime, involved the principle of robbing the weak to give to the strong.

Anticipating unfavorable action on the matter by the General Assembly of 1913, the State Board of Education issued a bulletin,[1] January 29, 1913, defending the law providing State aid to high schools and protesting its repeal. In this bulletin the purpose of the law was explained and the results accomplished the first year of its operation stated. In regard to the weak districts having to contribute to the aid of the strong, it was shown that the average commong school districts, with an enumeration of 80 pupils, contributed only $6.40--"a sum too small to affect either the length of the school term or the salary of the teachers." It was pointed out that in return for this expenditure of $6.40, the district had the privilege of sending all its teachers and all its pupils who had finished the common school course to any high school in the county[2]

1. State Aid to High Schools, a bulletin addressed to the Members of the General Assembly, Jan. 29, 1913.
2. The only counties at this time which were not maintaining State Aided High Schools were Desha, Drew and Maidison. See Report of Supt. of Pub. Ins. 1911-12, p. 25.

without tuition charge. It was further pointed out that, since State aid to high schools had resulted in "the accession to the ranks of the common school teachers of nearly one thousand teachers who have had high school instruction, and over three hundred who have had special training as well," the rural districts would undoubtedly be benefited by increased efficiency in teaching. The bulletin also stressed the need of a complete school system, including elementary, secondary and University training, so that every boy and girl in the State would have equal opportunity in acquiring a necessary finished education.

Two bills were introduced in the legislature of 1913 for the repeal of the law providing State aid to high schools - one in the House Davis of Lafayette, and one in the senate by Ferguson. The Davis bill passed the House[1] by a vote of 41 to 39, but upon its first reading in the Senate[2] it was tabled by a vote of 23 to 9. The Ferguson bill was read twice and referred to the committee on Education[3], but the Committee did not return the bill. Later the law was declared unconstitutional by the Supreme Court.

The General Education Board still continues its Supervisor of Secondary Education, in Arkansas. Mr. B.W. Torresyon remained as Supervisor until July 1917, when he resigned to accept the Presidency of the Arkansas State Normal School. Mr. A.B. Hill, Principal of the Little Rock High School, was elected to succeed Mr. Torreyson. Although the high school development was materially affected by the decision of the Supreme Court in regard to the unconstitutionality

1. House Journal, 1913-p.424
2. Senate Journal, 1913, p. 233
3. Senate Hournal, 1913, p. 79

of the State aid law, yet the work of the Supervisor of Secondary Education, aided by the State Board of Education, has been of incalculable value to our high schools.

An idea of the work done by Mr. Hill during the year he had served as Supervisor of Secondary Education may be gained from the following quotation:[1]

> "Since the first of September, the High School inspector has visited schools in forty counties. In addition to visiting these schools he has attended meetings of teachers in seven counties.
>
> On Saturdays, he has held meetings of Superintendents and principals at Jonesboro, Newport, Brinkley, Pine Bluff and Dermott. At these meetings such topics as "Adjustment of Course of Study to Meet the Needs of the Community," "Professional Reading of Teachers," "School Supervision," and "Supervised Study" have been discussed.
>
> It has been our purpose at all these discussions to show the need of practical courses of study, especially such subjects as Home Economics, Agriculture, Manual Training and Allied Sciences. He has tried, at every opportunity possible, through private conferences and public utterances, to get the people interested in some practical subjects, such as home economics and agriculture.
>
> During the month of November, almost the entire time has been spent in conference with the superintendents and school boards, relative to the establishment of agricultural departments in the various high schools under the provisions of the Smith-Hughes Act."

Supervision of Rural Schools.

The second line of activity in the group of General Educational Agencies to be taken up in Arkansas was the Supervision of Rural Schools.

In their biennial reports, the several Superintendents of Public Instruction had called attention to the unsatisfactory condition of the rural schools, and for their improvement had made

1. Educational News Bulletin, Vol. 1, No.2 p 1.

various recommendations in the way of consolidation, compulsory attendance, county supervision, professionally trained teachers, better buildings and equipment, increased revenue, etc. Some county examiners, in their reports, had made similar recommendations. Some special work along the line of rural school improvement had also been done, but no material results had been accomplished because of the lack of continued persistency in the efforts.

A "Graded Course of Study for Rural Schools"[1] had been prepared by Superintendent Hinemon, and issued by authority of law, July 1, 1913.

At the meeting of the Arkansas Teachers' Association, December 28-30, 1914, J. H. Reynolds, Head of the Department of History, University of Arkansas, read a paper on "The Consolidation of Rural Schools," which resulted in the appointment of a committee[2] of ten teachers from various sections of the State to report on the condition of the rural schools of the State, at the next annual meeting of the Association. The report of the committee[3] was adopted and ordered published by the Association,[4] December 28, 1905. The report contained a very extensive collection of data on the condition of the rural schools of the State, and some very pertinent recommenda-

1. For outline of this course, see Chapter II.
2. Proceedings of the Ark. Teachers' Association, 1904, p.7
3. The committee, appointed by the President of the Association was composed of Geo. B. Cook, W.A.Crawford, J.H. Hinemon, Geo. R. Hopkins, J.H.Kuykendall, D.L.Paisley, J.H.Reynolds, C.L.Sampson, B.W.Torreyson and W.H. Watkins. At the organization of the committee Dec. 30, 1904, J.H.Reynolds was selected Chairman and J.W.Kuykendall, Sec. A general plan of work was laid out, and the Chairman and Secretary agreed to undertake the work. The expenses of the committee were defrayed by an appropriation of $25.00 by the Association and a generous donation of $25.00 by Hon.Lewis Rhoton of Little Rock. See Report of the Ark.Sch. Com. p 1.
4. Proceedings of the Ark. Teachers' Association, 1905, pp.596.

tions for the improvement of these schools. Among the recommendations were : (1) More revenue by means of an extension of the constitutional limit on the right of taxation; (2) larger taxing units, as the township instead of the small district, to remedy the marked differences in length of school term; and (3) consolidation and transportation to obviate the inefficiency through a useless multiplication of school districts.

Prior to 1911, very little general legislation had been enacted looking particularly toward the improvement of rural schools. A law providing for county superintendency was passed by the legislature of 1907, but, being elective, it was very slowly put into operation. Two compulsory attendance laws were passed by the legislature of 1909, but the provisions of the laws were such as to have but little effect upon the improvement of the rural schools. Furthermore, many counties were exempt entirely from these compulsory attendance laws. The legislature of 1909, however, passed a very wholesome law for the improvement of rural schools by authorizing the people of any given territory in any county in the State, other than incorporated cities and towns, to organize a special school district having all the rights and privileges previously allowed only to schools in incorporated cities and towns. In effect, this law really provided for consolidation.

We find, also, that the special legislation, prior to 1911, had accomplished very little in the improvement of the typical rural schools. To be sure, several special Acts had been passed allowing adjacent districts to unite or consolidate, but most of these cases provided for the enlargement of certain city or town special school districts to include contiguous rural districts.

The legislature of 1911, however, enacted several remedial laws for the typical rural schools. Of the eleven "general" educational laws especially progressive and constructive in nature, passed by this legislature, three were particularly favorable for the improvement of the rural schools, viz:

(1) Act No. 216, providing for the consolidation of adjacent school districts;

(2) Act No. 231, reenacting the two compulsory attendance laws passed by the legislature 1909; and

(3) Act No.431, creating a State Board of Education.

In reviewing the above legislation, created particularly for the betterment of the rural schools, we find that the law providing for county superintendency, the law providing for the organization of any territory outside of incorporated cities and towns into special school districts, and the law providing for the consolidation of adjacent districts were all permissive and not mandatory. The compulsory attendance laws were mandatory, but their provision requiring children to be in school only half the entire time the shhool attended was in session and the great number of conditions allowing pupils to be excused from all attendance, together with the great number of counties exempt entirely, made the laws very ineffective in the great number of small rural districts. The powers and duties of the State Board of Education were calculated to enable the Board to improve the rural districts only in a general way.

These laws were all excellent for the more or less progressive districts, where the people of their own accord would take the

initiative and put the laws into active operation; but the backward and nonprogressive districts, which contained so large a proportion of the population of the State, not being required to adopt these measures, had remained indifferent to them.

The reports of the county examiners for 1910 revealed definitely the deplorable condition of the rural schools of the State in the following figures:

(1) 112 schools with an enrollment of 10 or less pupils;

(2) 179 schools with an enrollment of 15 or less pupils;

(3) 636 schools with an enrollment of 25 or less pupils.

(4) 931 schools with an enrollment of 35 or less pupils;

In commenting upon the above statistics, Superintendent Cook points out[1] "that this grouping includes all 'enrolled pupils,' whereas the actual daily attendance for the entire State is barely 64.4 per cent of the enrollment. Therefore, if the schools are considered whose 'average daily attendance' falls within these limits--and this view of the situation should by all means be taken--then it will be found that there are more than 2,500[2] one-room schools being conducted in Arkansas where the benefits to pupils and State are reduced to the lowest point."

The reports of the county examiners for 1911 shows the following facts on daily attendance:[3]

(1) 146 one-room schools, daily attendance 10 or less
(2) 1827 one-room schools, daily attendance 25 or less
(3) 2853 one-room schools, daily attendance 35 or less

Note 1. Report of Supt. Pub. Ins. 1909-10, p 18.
2. Consolidation of Rural Schools, Bulletin, 3A p 6.
3. Consolidation of Rural Schools, Bulletin 3-A p. 6.

In addition to these facts concerning the small daily attendance in so many schools, we must remember that in most of these schools, as well as in many others, the terms were extremely short, the houses unfit for occupance, and the teachers totally unprepared for efficient teaching.

In speaking of the rural school legislation as permissive, and stating that the backward and indifferent rural districts had not been improved by them, the writer does not mean to imply that mandatory laws would have been better. Even mandatory laws with stipulated penalties, in a Democracy like ours, can not be enforced unless they are supported by popular opinion and the will of the masses of the people. Under existing conditions any effort to impose educational laws of a decidedly revolutionary character would have met with such bitter opposition that their purposes would have been thwarted or entirely blocked by a legislative repeal. The only feasible plan was to create a body of opinion with strong enough influence to prevail upon the legislature to pass these permissive laws. This the Arkansas Education Commission, together with many other agencies, was able to accomplish. The next step in acquiring more desirable results involved influencing the people, by persuasion and logical argument, to adopt the measures and put them into active operation.

It was felt that this second step in the devlopment of our rural schools could best be affected by a Supervisor of Rural Schools, who could go into the field in person; meet with the people in private groups and public gatherings; advise with them as to their public school needs; explain the educational advantages and workings of the various laws pertaining to county superintendency, consolidation and compulsory attendance; and insist upon these laws being put

into operation,

The Southern Education Board, which had so generously financed the Arkansas Education Commission, was appealed to for aid in this undertaking. Being pleased with the results already accomplished by its investment in Arkansas education, through the Arkansas Education Commission, and impressed with our needs and the opportunity to fulfill its own mission, the Board agreed to finance, for an indefinite period of time, a movement to improve the condition of our rual schools.

Accordingly, Mr. J.L. Bond, Deputy Superintendent of Public Instruction, was selected as Sipervisor of Rural Schools, and instructed to enter upon his new duties the first of January, 1912.

Mr. Bond at first directed his efforts primarily to the consolidation of small and weak rural schools and incidentally to the question of county superintendency. A bulletin[1] on the Consolidation of Rural Schools was at once prepared and sent out in large numbers to the directors and interested patrons of rural districts. In this bulletin was set forth fourteen reasons for consolidation, ten results of consolidation and ten suggestions as to how to put it into operation. The bulletin also contained a verbatim copy of the consolidation law. Much time was spent in the field with county examiners, county superintendents, school directors, and interested members of the rural school communities, throughout the State, During the year many rallies and public gatherings were held at which the principles and plans of consolidation together with their advantages

1. Consolidation of Rural Schools, Bulletin 3A pp. 12.

were outlined. Co-incident with the campaign for the consolidation of schools was waged also a campaign for larger tax levies, as a means of providing not only longer terms of school and more efficient teachers but also better equipment in the way of laboratory apparatus, sanitary drinking fountains, libraries, maps, charts, globes, etc. As the work progressed bulletins were sent out describing the working plans of districts which had affected consolidation, and also giving programs for the improvement of rural schools. School fairs in some cases were established in connection with the county fairs.

One interesting piece of work, known as the "Special Rural School plan of Work"[1] was carried on in ten rural schools of each of the eight counties which had adopted county superintendency in 1912. The ten schools of each county were to work together much on the same plan as the different schools of a large city system work together. Regular meetings of the teachers in charge of the ten schools were held for conference and discussion of their work. Literary societies and debating clubs were organized and special efforts put forth to make each one of the ten schools a social center. A Union School Graduation Day was arranged in each of the eight counties at which all the graduates of the ten schools received their certificates.

In speaking of the work of consolidation, Mr. Bond says:[2] "This work is being well received and the people are eager to know

1. For complete outline, see Bulletin D.24, Ark. State Dpet. of Pub. Ins. Work of the Rural Schools, 1912, pp. 16-19.
2. Bulletin D. 24 State Dept. of Pub. Ins. Work of the Rural Schools, p. 3.

1a. on page 133.

of this plan of building up stronger and getter schools. County consolidation compaigns are now being waged in a large number of counties and more and more the people are recognizing that consolidation of districts offers a safe, sane, and practical plan for establishing stronger and better schools."

In summing up the rural school work for the first year, Mr. Bond describes the efforts as being directed alongdefinite lines as follows:[1]

1. Field work to find out at first hand the needs and conditions.

2. Consolidation and tax levy campaigns waged.

3. Special rural school plan of work carried on in the superintended counties of the State.

4. A large number of counties organized for school in work this year in connection with the county faurs,

5. County Superintendency campaigns waged in a number of counties of the State.

6. Better equipment for schools urged - an estimate of the amount spent this year for additional school equipment is placed at $150,000.00

7. Literature being carefully distributed.

During the biennial period from 1913-1914, Mr. Bond laid more emphasis upon county superintendency than during the first year. Much attention was also given to special forms of activity for building up the standards and efficiency of the schools and for creating

Note.1a from preceding page. These eight counties with their respective superintendents were as follows:

Crawford, Thos.F.Wasson	Miller, John Winham
Garland, David Crockett	Mississippi, J.D.Swift
Jackson, W.M.Shaver	Poinsett, H.B. Thorn
Lee, T.H.Futrall	Sebastion, J.B. Williamson

1.Bulletin D 24, State Dept. of Pub. Ins. Work of the Rural Schools.

pride and interest in local communities and arousing the people to a realization of the advantages or education.

The problem of securing school and community cooperation by means of parent-teacher meetings and organizations; the question of medical inspection, hygiene, health and sanitation, through the cooperation of the State Board of Health and the personal assistance of Dr. C.F.Garrison, in charge of the campaign for the eradication of hookworm in the State; the work of organizing school improvement associations through the cooperation of Miss Eva Reichardt, State organizer of School Improvement Association-- all received special attention.

Another form of activity was the plan of holding school fairs, (school and athletic contests) in connection with the county fairs. The county examiners and county superintendents were asked to appoint committees to arrange for these schools and athletic contests. Instructions and suggestions sent out to these committees explained the plans.[1]

Much stress was laid upon the teaching of agriculture. An act of the legislature of 1907 required the teaching of elementary agriculture and horticulture in the public schools of the State. Methods and outlines of courses in Agriculture were prepared for the teachers by the Department of Education, and all assistance possible rendered the teachers in bringing this new subject of the common school course up to standard. In this connection the teachers were urged to cooperate with the County Demonstration Work being carried on among the farmers by means of donations from

1. For details, see Bulletin D 24, Ark. State Dept. of Pub. Ins. Work of the Rural School,s 1912, 23-24.

private individuals and appropriations from the quorum courts, and with the Extension Work[1] being carried on by the College of Agriculture, University of Arkansas, assisted by the United States Department of Agriculture. In this way the schools were intimately linked up with the boys' and girls' club work.

Another definite line of work emphasized was the problem of attendance at school. As a means of helping teachers to secure more regular attendance of their pupils, a bulletin was prepared by Mr. Bond in which he made several valuable suggestions. In brief these suggestions involved the following plans:[2]

(1) Use of monthly attendance certificates.
(2) Visiting parents of children not in school and using the columns of the local newspapers to interest the people in their school and to impress upon them the value of regular attendance of their children.
(3) Frequent meetings of directors and patrons at the school house to talke over with them matters pertaining to their school and their children
(4) Making the school work such a force in the community life as to interest the patrons and attract the boys and girls.
(5) Use of monthly honor rolls for all pupils perfect in punctuality and attendance from month to month.

1. In addition to the suggestive outline courses in agriculture sent out by the Supervisor of Rural schools, and also the very valuable laboratory manual for Elementary Agriculture prepared by J.M.Wilson, of the Univ. of Arkansas Agriculture Extension Department, as a part of the Elementary Course of Study issued by the State Board of Education, two other manuals on the agricultural movement deserve special mention. One of these was a 52 page booklet entitled "Let Arkansas Feed Herself" prepared by the Agricultural Extension Department of the International Harvester Company of New Jersey, P.C.Holden, Director, Harvester Building, Chicago, Ill. This little booklet contained some very valuable suggestive studies in agriculture and home living, which were made use of in the schools of the State. The other was a 192 page manual entitled "A Manual on Boys' and Girls' Agricultural Club Work" compiled by W.J.Jernigan, State Boys' and Girls' Club Agent, Extension Division of the College of Agriculture, Univ. of Arkansas, United States Department of Agriculture, cooperating. This Manual was designed not only for the purpose of outlining the boys' and girls' agriculture club work, but especially for the use of rural school teachers.

Another plan quite helpful in toning up the rural school situation was the use of a score card containing some sixty items classified under the following main heads:

	Points Allowed	Points Given.
1. The School Plant	25	
2. The teacher at work	35	
3. Teacher's Training and Experience.	5	
4. The School and Community life.	15	
5. Sanitation and Cleanliness	20	

That the work of Rural School Supervision was proving eminently successful was shown by the fact[1] that during the biennial period from 1913-14 one hundred and fifty-two districts consolidated into sixty-four larger and stronger districts and that twelve additional counties adopted county superintendency, making twenty[2] altogether. A better evidence of the success of the movement was the general appreciation of the fact that the rural boys and girls had come to feel and realize that farm life was just as attractive and successful as city life, and further that the parents had come to appreciate the school as a social center of the community, creating a better and richer and happier life for the farmer and his family.

During the next two years Mr. Bond continued the same lines of activity in supervising the rural schools, which he had laid out in the previous years. The results for this biennial period

Note 2 from page 135. Bulletin D24, Ark. State Dept. of Publ Ins. Work of Rural School pp. 29-31.
1. Syllabus of the Twenty-Third Biennial Report, State Dept. of Pub. Ins. 1913-14, p. 6
2. These twenty counties, in order of their adoption were: Mississippi, Garland, Jackson, Poinsett, Miller, Lee, Sebastion, Crawford, Montgomery, Monroe, Polk, White, Benton, Prairie, Jefferson, Crittendon, Cleburn, Newton, Lonoke and Arkansas.

were equally successful and amply justified the Southern Education Board in supporting the movement.

After five years of efficient and untiring efforts in the movement for improving the condition of the rural schools of Arkansas the people voice their approval of Mr. Bond's work by placing him at the head of their public school system. Accordingly, Mr. Bond resigned as Supervisor of Rural Schools, and assumed the duties of Superintendent of Public Instruction, October 30, 1916.

Mr. W.E. Lasseter, Superintendent of the England Public Schools for a number of years, was selected as Supervisor of Rural Schools.

During the two years Mr. Lasseter has been Supervisor, his attention has been directed especially along three lines, viz; county supervision, construction of model school buildings, and practical courses in first-year agriculture and shop work.

A bulletin[1] was prepared on county supervision setting forth its purpose, how it may be adopted, and what county superintendency was doing at that time in the twenty-four adopted counties. Extensive campaigns were organized in several counties, with the results that seven new counties adopted county superintendency at the annual school election[2] in May, 1918.

In the movement for model school buildings, blue-print designs were made showing in detail plans for one-teacher schools, two-teacher schools, three-teacher schools and four-teacher schools, These plans with suggestions for construction by the architect, are furnished without charge to school directors contemplating the erection of model school buildings.

1. County Supervision of Schools, prepared by W.E. Lasseter.
2. Elections for County Superintendency may be held every two years at the annual school election in May of even years.

With the view of getting more definite and systematic work done by the elementary teachers in the rural schools in first-year agriculture, Mr. Lasseter prepared an "Outline Course of Study in Practical Agriculture and Shop Work." In connection with the practical agricultural course, each pupil was expected to cultivate an acre of ground, keeping books on the project and sharing all the profits from the sale of the yield.

Altogether, Mr. Lasseter reports very gratifying results for his two years as Supervisor of Rural Schools.

Supervision of Special Mountain Schools.

The Supervision of Special Mountain Schools in Thirteen[1] Counties of Arkansas is the most recent of the four "General Educational Agencies" to be established in the state, and bids fair to be of incalculable value to our mountain people.

The origin[2] of this movement dates back about three years, when the Episcopal Church[3] addressed a letter to Mr. B.W. Torreyson, Supervisor of Secondary Education, asking him for information as to the educational and religious problems of the people in the Arkansas Ozarks and his judgment as to whether there was a field in which this church could be of service. After consultation with Prof. W.E. Halbrook, who was better acquainted with the actual conditions of the

1. These counties are as follows: Baxter, Boone, Caroll, Franklin, Fulton, Izard, Madison, Marion, Newton, Searcy, Sharp, Stone and VanBuren. These all lie in the extreme northern party of the State among the foot-hills of the Ozark mountains.
2. The writer is especially indebted to Prof. W.E. Halbrook, Supervisor of Special Mountain Schools, for the information contained in this sketch of the movement.
3. The Episcopal Church had already established a small though excellent industrial school for girls at Winslow in Washington County on the crest of the mountains just outside the extreme western boundary of the territory later included in the organized district for Special Mountain School Supervision.

Ozark mountain people of Arkansas than any one else in the State, Mr. Torryson replied, giving the church little encouragement. This reply was based on the judgment that, while any church could be of great service to the people locally, the real educational problems of the people could be best worked out through the public school system, by the people themselves, under wise and sympathetic guidance.

The Episcopal Church turned the matter over to the Russell Sage Foundation, but, after some correspondence with both Messrs. Torreyson and Halbrook, the Foundation decided that the General Education Board could more appropriately handle the situation.

Accordingly, the General Education Board took up the proposition with Mr. J.L.Bond, Supervisor of Rural Schools, who was soon to become State Superintendent of Public Instruction. After obtaining definite information from Mr. Bond and Prof. Halbrook as to the topography of the territory, the history and characteristics of the people, and their educational social conditions, together with detailed suggestions as to what a Supervisor might do in developing the educational, social, economic and religious life of the people. The General Education Board decided to undertake this great work and put an Agent in the mountain districts to supervise the educational interests of the people in connection with their pbulic school system.

Prof. W.E.Halbrook, who had been considered all during the above developments as the one man really fitted to take charge of such work was selected by the Board and made Supervisor of Special Mountain Schools in Thirteen Counties of Arkansas. This

was a wise selction; for Mr. Halbrook is a native of the mountains with sympathies and interests identified with mountain people. He is not only a close student of education but a close student of hum nature; and, therefore, understands fully the condition of the the people he has been selected to guide and direct, and knows exactly their educational, social and economic needs. His ability to lead in such work had already been demonstrated by his development of "The Halbrook System of Schools" consisting of two schools--Martinville and Damascus- located in Faulkner County and one- Choctaw- located in Van Buren County.

Immediately after entering upon his new duties as Supervisor of Special Mountain Schools, Mr. Halbrook submitted to the General Education Board a tentative plan and outline of the work he proposed to undertake as follows:

Chief Work-Establishment of Demonstration Schools.

1. Find strategic locality
   a. One that is represnntative
   b. One that is so located that its success will easily influence others.
   c. One that is ready and willing to cooperate

2. Find the teachers
   a. Interested in these people
   b. Adapted by nature
   c. Properly trained for the special work.

3. Keep in close and constant touch with the school.
   a. To supervise, and direct developments.
   b. To encourage the teacher and strengthen his support.
   c. To note results and publish what is worth while.

4. Character of the schools
   a. Adapted to the needs and interests of the community.
      1. economically.
      2. socially
      3. religiously

b. Acquaints pupils with the things in the community and their responsibility.
c. Puts the community in touch with the outside world.
d. Through instinctive interests leads them to higher standards of life. (culture)

----If we find a good deal of musical talent and interest, select a teacher who can through music lead the young to other interests.

----If religion predominated, select a teacher of like faith who can through Christian activities inspire to better living.

----If people are alive to progressive agriculture, select a teacher strong in that line who can build a community thereby.

Supplementary Activities.

1. Work up sentiment among the electorate to vote for county superintendency in the mountain counties.
2. Cooperate with farm and canning club demonstrators and University Extension forces.
   a. Assist them in outlining their campaigns through those counties.
   b. Prevent waste of their activities with 'follow up' work.
   c. Use them wherever practical and as much as possible in the demonstration schools.
3. Cooperate with religious denominations who contemplate some educational agencies in that section.
4. Cooperate with the State Highway Department and State Health Department in their activities in that section.
5. Assist the Illiteracy Commission recently created by the State in the study of their problems, which is a mutual one between them and us.

The results accomplished by Mr. Halbrook during the first year of his service as Supervisor of Special Mountain Schools is stated briefly in a circular sent out by him, as follows:

1. One demonstration school established. Results for first term only fair. Could not get just teacher we needed, as work began late. People think they had a great school. Public sentiment good. Prospects for further progress good. Too little of the industrial feature, however, was obtained.

2. Another demonstration school is provided for and an excellent teacher selected. It is arranged especially for visitations by teachers of the county.
3. County supervision has been established in five more counties, making six that I now have.
4. Appropriation made for agricultural agents in seven additional counties, making ten of my counties with from one to four each.
5. Two highway improvement districts have been formed for the construction of two macadam roads through this mountain country. One beginning at Russellwill, via Jasper and Harrison to Eureka Springs. The other from Mrrilton via Clinton, Mountain View, Melbourne, Salem, to Mammoth Spring.
6. Teacher training has been in operation in three counties with gratifying results.
7. The Baptist people have put in a good teacher training department in connection with their mountain school.
8. The Methodist are planning to take over their present mountain academy, re-locate, and reorganize along agricultural and industrial lines to meet any specific needs of this section.
9. Lack of information relative to our purpose and function in this war has necessitated my devoting some time and attention to informing these folks on that matter.
10. Propaganda preliminary to our Constitutional Convention and next General Assembly have been carefully sowed throughout my section.
11. A study has been made of local and general education, social and economic conditions in eight of my counties; I have pretty fair information in three of these to begin with.

The plans for the coming year, 1918-1919, are outlined in the same circular as follows:

Continuation of work begun, except somewhat more extended. The importance of our Constitutional Convention and legislation following the same will require a good deal of our time and attention. This is quite an important state right at the present.

During the summer just closed, special attention was given to teacher-training work, in order to improve the teaching force in the rural schools of the mountains. Two model or demonstration one-teacher schools were conducted in the remote districts of Newton County, on top of Boston Mountain, Miss Lena Latkin of Little Rock

was in charge of one, and Miss Ethyl Julian of Conway the other. Every teacher in the county was required, by the county superintendent, to spend at least a day in one of the demonstration schools.

In addition to his work directly connected with the school interests, Mr. Halbrook took up the matter of public highways with the people in several of the counties. The previous tendency of the counties, in the case of highways which occasionally happened to be built, was to build them through their communities regardless of forming connecting links with highways in other counties. Mr. Halbrook was fortunate in his opportunity to organize the counties for Highway building because of the fact that the State and Federal aid to public highways became available at that time. As a result largely of his own personal efforts, the Mammouth Springs Highway was constructed through five county sites that had no railroads, thus opening up these interior mountain counties. Mr. Halbrook also assisted other interests in organizing Boone, Newton, Pope counties for the construction of the Little Rock-Eureka Springs Highway.

After all, Mr. Halbrook contends that such work is really a part of the function of a rural school agen. Speaking of road building, in a personal letter to the writer, he contends that

1. It contributes to the economic welfare of the people, and educational conditions are primarily economic questions in this mountain section.

2. It will bring new blood into the section.

3. It will take the natives to see modern improvements-educational and otherwise; isolation of a people brings them to narrow opinions and strong prejudices.

4. It will give opportunity for travel for men of thought and bring these people in touch with the outside world in many ways.

In looking over the remarkable results accomplished in this work during the first year of its operation, together with the Supervisor's knowledge of the school conditions, of the men and women interested in education, and of the men and women interested along other lines, we confidently predict even greater results during the coming year.

Supervision of Negro Schools.

The ysttematic direction of schools for negroes began in January 1913, when Mr. Leo M. Favrot was made Supervisor of Negro Schools; and, although the work has been in progress less than a half dozen years, those who are familiar with the situation realize that much lasting good has been accomplished. Mr. Favrot remained in charge for four years, when he was succeeded by Mr. J.A.Presson.

The law of 1868 gave the negroes equal school privileges with the whites, and the law of 1874 gave them the same privilege. Although by far the greater part of the school tax is borne by the whites and occasionally some agitation has been current among the people and before the legislature to divide the school funds between the two races in proportion to the amount paid by each race, there has never been any general dipposition to allow the negro schools less than their proportionate amount as determined on a basis of relative population.

Prior to 1913 the negro schools had been creatures of existence rather than of direction and development. Of course the educational laws of the State affected alike the schools for negroes and for whites; county insitutes were held annually for the benefit of the negro teachers; and the Department of Education did all in its

power to promote the interests of the negro schools. However, for a number of years it had been felt that the large sum of money spent annually for the support and maintenance of negro schools was not yielding anything like adequate returns. Much of it was waster, and little of it gave satisfactory results. Realizing that the intelligent training of the negro was not only a humanitarian duty but also an economic necessity in the general development of the State, a movement was inaugurated to put the negro schools under intelligent supervision similar to that of the rural schools for whites.

The work of Supervision of Negro Schools is two-fold in its nature. In the first place there is the work of "general" supervision, in which the schools are graded and standardized as much as possible, courses of study are outlined and introduced, and teachers are advised as to the best methods of administration and instruction. The second and more important phase of the work is directed along the following special lines: (a) county training schools, (b) summer normal schools, (c) industrial training under the direction of county agents, and (d) construction of buildings.

County Training Schools. The purpose of these schools is to give the negro youth of the State practical public school advantages along the lines of industrial training and home making as well as along academic lines. These schools also furnish the foundation training for those who go into the teaching profession. Five of these training schools were in operation last year. They were located at Hope, Hempstead Co. Marianna, Lee Co. Camden, Ouachita Co. Edmonson, Crittenden Co., and Fordyce, Dallas Co.

Summer Normal Schools.-- There were eight of these schools conducted for four weeks eadh during the month of June, 1918. Their

purpose of course was to better fit the teachers for their work in the school room. Courses were offered in all the subjects required for county license, with special emphasis placed upon primary methods. The work in primary methods was in charge of the strongest available primary teachers who brought into the school children from the local community and organized a model class for the teaching of "numbers, language, reading and writing through the first three primary grades." In addition to the regular academic subjects, instruction was given in (a) rural school pedagogy, (b) laws of health, hygiene and sanitation, (c) household arts, (d) canning and preserving and (e) practical gardening. In the industrial courses, the teachers were required to do such actual work as would be demanded of them in introducing these subjects into their own schools,

Industrial Training under the Direction of County Agents.--In 1914-1915, these agents were employed in eleven counties, while in 1916-1917 the number had increased to eighteen. Each agent visits the schools of the county and gives demonstration work in various industrial lines of activity, such as canning, preserving, garden-making, cooking, sewing, basket making, implement and furniture making, etc. These agents also touch community life by holding meetings with parents and teachers, organizing school improvement associations, giving talks at churches on Sundays, and visiting homes.

Construction of School Buildings. This work has been carried out through the liberality of Mr. Julius Rosenwald of Chicago, Illinois. The donations made by Mr. Rosenwald are for small school-houses in rural districts. The sum of $400.00 for a one-teacher school house or $500.00 for a two-teacher school house is donated on condition

that at least an equal sum be contributed from the local district fund or by public subscription. Already several districts have taken advantage of this proposition to erect suitable school buildings for their children.

In speaking of the supervision of negro schools, Superintendent Cook says: "This line of endeavor has already revealed wonderful possibilities in developing the efficiency of the negroes in Arkansas in rural communities by training the youth in the schools for service and right living and placing these schools under adequate supervision."[1]

Especially gratifying evidence of growth and progress among the negro schools are to be found in the fact that four schools- Camden, Thornton, Fordyce and Marianna- have qualified for State aid under the conditions of the Smith-Hughes agricultural Act of 1917; two more schools - Hope and Edmonson- will qualify the coming year; McAlmont qualified for State Aid in agriculture and domestic science, and the Helena High School qualified for teacher training under the law providing State Aid to Hith Schools enacted in 1911.

The Branch Normal College (colored) has recently qualified for aid under the provisions of the Smith-Lever Act of Congress.

1. Syllabus of Twenty-Third Biennial Report, 1913-14, -. 7.

Chapter V.

Miscellaneous Educational Agencies.

A number of miscellaneous educational agencies, in addition to the four "General Educational Agencies," described in the preceding chapter, have played a more or less important role in the school life and development of the State. Among these may be mentioned: (1) The Arkansas Library Association; (2) The Arkansas State Teachers' Association; (3) The Arkansas Teachers' Reading Circle, and the Pupils' Reading Circle; (4) The Educational Press; (5) The School Improvement Association; and (6) The State Board of Education.

The Arkansas Library Association.[1] Although the administration of this organization has in no way been connected with the public school system, yet the Association by cooperating with the schools in library work and, in some cases, supplying suitable collections to individual schools, has been a strong factor in promoting interest in public school libraries, and in general reading activities.

The organization of the Arkansas Library Association was the result of the cooperation of the Little Rock Public Library, the Carnegie Library of Fort Smith[2] and the Arkansas Federation of Women's Clubs. At the first meeting of the Association, held January 26, 1917, in the Little Rock Public Library, Little Rock, Arkansas, six cities represented: Arkadelphia, Conway, Helena, Fort Smith, Little Rock and Waldren. Dr. Arthur E Bostwick of the St. Louis Public Library, who was present as the official representative of the American Lib-

1. The material for this brief outline was obtained from a Scrapbook on the organization, proceedings and activities of the Arkansas Library Association, kept by Prof, G.A. Simmons of the Hendrix College Library, Conway, Ark.
2. These two libraries were the only public libraries in the State at the time of the organizATION of the Arkansas Library Association.

rary Association, delivered the address of the occasion on the subject "The Public Library as a Public Utility." Mr. Bostwick, also, delivered a short address to each house of the legislature, which was then in session, in which he stressed "the public utility of public libraries and the need of proper legislation to make their organization possible in Arkansas." At the business session of the Library Association, a legislative committee, composed of Senator Nokes and Representatives Jones and McGlue, was appointed to take up the matter of securing better library legislation[1] for the State. As a result an Act[2] was passed amending Act No. 137 of the Acts of 1903 so as to allow cities of the first and second class to levy "a tax of not exceeding one-half of one mill on all real and personal property situated in said city; provided, said tax with other taxes assessed by said city shall not exceed five mills."

From the reports and programs of the succeeding annual meetings, we note commendable progress being made.

At the second annual meeting, held January 24-25, 1912, in the Carnegie Library of Fort Smith, Arkansas, Mrs. Arthur P. Jones read a paper on "An Ideal System of Libraries for Arkansas," in which was discussed, among other things, the need for reformatory legislation and the necessity of a State Library Commission.

1. At this time the State had only two laws relative to the establishment of public libraries. One was Act. No. 26 of the Acts of 1901, authorizing cities of the first and second class to receive gifts, donations, and endowments for the establishment and maintenance of public libraries within their corporate limits. The other was Act No. 137 of the Acts of 1903, authorizing cities of the first and second class to levy and collect a "tax of one-fourth of one mill on all real and personal property situated in the city, provided sais tax with the other taxes assessed by said city shall not exceed five mills," for the purpose of establishing and maintaining a library.
2. This was Act No. 160 of the Acts of 1911; for Act. No. 137 of the Acts of 1903, see foot-note No. 1 above.

Mr. Harry E. Kelly, in speaking on the "Value of Libraries to Arkansas" advocated the elimination of the Constitutional limitation onllocal taxation so that each community may "levy a tax adequate for schools and libraries." At the business session, after discussing some practical plans for promoting library interests, the President was instructed "to appoint a committee to prepare a bill for the next legislature, providing for a Library Commission with a reasonable appropriation for carrying on its work." In the interim before the meeting of the legislature, the whole Association was to act as a commission, and efforts were to be put forth to secure voluntary subscriptions to maintain an organizer in the field "to stir up library sentiment, and to visit and advise struggling libraries."

At the third annual meeting, held in the Little Rock Public Library, February 21-22, 1913, A Funds Committee was appointed to undertake to raise $500.00 for the use of the field secretary in carrying on extension work. Immediately after the adjournment of this meeting, a committee from the Association awaited upon Governor Jos. T. Robinson and won his agreement to appoint an honorary State Library Commission, whose duty should be "to stimulate sentiment for libraries and serve as the fore-runner of a permanent State Library Commission, with appropriations for work along the line of library extension, traveling libraries, organization of libraries, etc."

At the sixth annual meeting[1] of the Association, held in the Fort Smith Carnegie Library, December 7-8, 1916[2], Governor-elect

1. The fourth annual meeting was held at Pine Bluff, Aril 2-3,1914; the fifth at Morrillton, April 15-16, 1915; the seventh annual meeting was to have been held at Conway, but was indefinitely postponed on account of war conditions.
2. At this time there were public libraries in the following cities and towns: Little Rock, Fort Smith, Hot Springs, Pine Bluff, Morrillton and Camden.

Brough delivered an address on Rural Libraries, in which he promised to recommend to the next General Assembly the creation of a State Library Commission "to aid in developing sentiment and in organizing libraries." Governor Brough carried out his promise, and in his "Inaugural Address to the Forty-First General Assembly, 1917" (.67) recommended the "appropriation of $5000.00 biennieally for the establishment of a permanent Library Commission, having a paid Secretary, who should be paid a salary of approximately $1,200.00 per annum." In the recommendation, the purpose, duties and advantages of such a Commission were clearly outlined. No action, however, was taken by the legislature.

The Arkansas State Teacher's Association. During the period of our study, the Arkansas State Teachers' Association has made rapid growth and shown our teachers to be earnestly seeking better and greater results. It has manifested much interest in the educational movements of the State and assisted materially in influencing the passage of needed school legislation. In the annual proceedings, issued in booklet form, are many valuable and suggestive papers, as well as many interesting and inspirational addresses. A notable evolution is shown in the programs--the earlier ones being primarily concerned with "what things are being done", the later ones with "How things are and ought to be done." One of the most vital and important features in connection with the progress of the Association has been the development of the Section Meetings, at which separate programs are featured for teachers interested in particular problems and subjects. In 1901 the only organized section was that for Colleges and High Schools. A County Examiners' Section[1] was organized in 1904,

1. This section became the County Superintendents and Examiners Section in 1911.

and a Mathematics Section in 1906. After this, however, the special sections were organized in rapid succession, as follows:

In 1907----The Athletic Section
Principals' Round Table[2]
Elementary School Section
In 1909----The English and History Section
" 1910----Primary Section
Foreign Language Section [1]
Science and Mathematics Section
School Improvement Section
Peace League Section
Rural School and Intermediate Section
" 1912----The Agricultural Section
" 1915----A Religious Education Section
Manual Training Teachers' Section
Commercial Teachers' Section
" 1917----The Home Economics Section
The Arkansas Playground Association
The Health Section

The following table shows very clearly the general development of the Arkansas State Teachers' Association:

Year	Place	President	Enrollment	Appropriation
1901	Little Rock	D.L.Paisley	170	$152.85
1902	Hot Springs	Geo. B. Cook	172	180.00
1903	Little Rock	W.A. Crawford	290	180.00
1904	"	B.W.Torreyson	206	185.00
1905	"	J.H.Reynolds	434	185.00
1906	"	F.W.Miller	347	465.00 [2]
1907	"	J.W.Kuykendall	485	375.00
1908	"	D.J.Rogers	691	450.00
1909	Hot Springs	S.Hartzog	901	500.00
1910	Little Rock	G.W.Drake	1140	900.00
1911	"	A.C.Miller	1326	900.00
1912	"	J.P.Womack	1366	1560.00
[3] 1914	"	C.H.Brough	1359	1560.00
1915	"	J.L.Bond	1795	1560.00
1916	"	Sidney Pickins	1820	1680.00
1917	"	R.C.Hall	2845	1685.00 [4]
1918	"	W.E. Lasseter	2885	1355.00

1. The Math. Section, organized in 1906, was simply enlarged to include the Science Teachers. The Section was dissolved into two sections in '16
2. Of this amount $300.00 was to be used in printing the Report of the Rural Schools Committee.
3. There was no meeting in 1913, due to the change in time of meeting from December to April
4. In addition to this sum, the Association voted a sum not to exceed $1000.00 to aid in the campaign for Constitutional Amendment No.12.

Closely associated with the Arkansas State Teachers' Association is the Superintendents and Principals' Division of the Arkansas State Teachers' Association, which held its first meeting in Hot Springs Friday and Saturday following Thanksgiving Day, 1916. The second meeting was held a year later at the same place. At each of these meetings very valuable programs were rendered and much growing interest manifested.

There is also a State Association of the Negro teachers, which holds its annual meetings at the same time as the State Association for white teachers. These meetings have been well attended during the last four or five years and their programs show that valuable and helpful work is being done.

The Arkansas Teachers' Reading Circle. At the annual session of the Arkansas State Teachers' Association, December 27-29, 1905, Dr. W.S.Johnson, Head of the Department of Education, University of Arkansas, read a paper on the organization and possibilities of a State Teachers' Reading Circle, which resulted in the appointment of a committee[1] of three "to consider ways and means for the establishment of a circle as ourlined." A favorable report by the committee the next day[2] was adopted by the Association, and Dr. W.S.Johnson, was made President of the Board of Control. Each member of the Arkansas Teachers' Reading Circle was to read two books- one to be selected from a group of "professional books" and the other from a group of "cultural books"- prescribed by the Board of Control. While the readwork required was very simple, yet the rapid growth of the movement

1. Proceedings of Ark. State Teachers' Association, 1905, p.4
2. Ibid, p. 9

showed that the teachers of the State were coming to realize the importance of regular and systematic study in preparation for their work from year to year.

In speaking of the work of the A. T. R. C., at the close of its second year, Dr. Johnson says:[1] "The teachers have been diligent and enthusiastic over their work; have given a certain part of each week to the study of the books and have held meetings regularly in order to discuss the subjects under study. This latter has won many a teacher to our ranks; and in those counties where it has been practiced most assiduously is where the best results have come. Of course, it is needless to say, that from these counties also will come the best prepared teachers."

Upon leaving for a trip abroad in the Summer of 1912, Dr. Johnson turned over the work of the A.T. R. C. to Mr. J.W.Kuykendall, Superintendent of the Fort Smith Public Schools. Supt. Kuykendall was selected as President of the Board of Control at the regular meeting of the State Teachers' Association the following December, and has since remained as such.

An interesting feature of the reading circle work is the granting of diplomas to those who complete the assigned readings for four consecutive years. Counties enrolling 50% of their teachers in the circle are put on the "Honor Rule." Both of these plans result in much enthsiasm.

In his report for 1916-1917, Mr. Kuykendall says[2] "Since its organization in 1905 the Teachers' Reading Circle has done a great work in Arkansas by stimulating systematic profession reading

1. Proceedings of the Ark. State Teachers' Association, 1907, p.154
2. Proceedings of the Ark. State Teachers' Association, 1917, p.44

by teachers, thereby increasing their efficiency and benefiting their schools."

The report[1] on the Reading Cirlce work for 1916-17 was as follows:

(1) Total membership 1905-1917.....20,592
(2) Total diplomas granted to date..... 911

A pupils' reading circle was organized in 1909. No membership fee is required of the pupils and, hence, ti has been impossible to keep statistics as to pupil enrollment. At times in certain sections and in certain schools much interest and activity is reported among the pupils in their reading circle work.

The Educational Press. At the beginning of our study in 1900, one teachers' journal, known as the Arkansas School Journal, was being published. It was first issued in 1896, and was edited and published by W.J. McIlwain and E.L. Gatewood. In January, 1901 Mr. Gatewood severed his connection with the firm, and the entire control of editing and publishing the journal was assumed by Mr. McIlwain. In connection with the Arkansas School Journal, Mr. McIlwain organized a school supply business and a teachers' agency. Mr. Weeks[2] describes this jounral as "racy of the soil, for it is made up almost entirely of the work of Arkansas teachers; it contains articles and discussions by them; reports meetings; has suggestions of local and practical value, and has even reached the reflective stage, printing now and then the reminiscences of the men who have grown gray in the educational service of the State." For a number of years after Mr. McIlwain assumed full control of the Arkansas School Journal, it gained a more or less general circulation among the teachers of the

1. Proceedings of the Ark. State Teachers' Association, 1917, p.41
2. Weeks: Hist. of Pub. Sch. Ed. in Ark. p 110.

State. After a time, however, the circulation began to dwindle, due to a lack of energetic canvassing for subscriptions on the part of the editor and a desire on the part of the teachers for an educational journal that would be more helpful to them in their actual school work. The publications became irregular and finally ceased to appear in 1912.

With the disappearance of the Arkansas School Journal, the State Normal School undertook the publication of an educational journal known as "The Arkansas Teacher." The first number appeared in January, 1913. President J.J.Doyne was the Editor-in-Chief, and Professor Granville Cubage of the Department of Latin, Manager. The plan of the publication contained a number of interesting and helpful departments, each in charge of a member of the Normal School faculty as follows:

A.J.Meadors, Dept. of English.....Special Articles
C.C.Denny, Dept. of Education.....Methods
J.T.Bucholtz, Dept. of Science.....Natural Science
E.A.Brennan, Dept. of Math.....School News
O.W.Stephenson, Dept. of History....School Activities
C.B.Gentry, Dept. of Agriculture....Rural Schools
R.E.Womack, Dept. of History.....Miscellaneous.

From the first the Arkansas Teacher was recognized as a well-edited and helpful journal, and soon gained a rather large circulation.

In april 1918, the management changed hands, and was moved from Conway to Little Rock under the control of J.W.Kuykendall and D.L.Paisley. The new owners are now editing and publishing the Teacher in connection with their school supply business. The policy of the publication has been changed somewhat, but under the management of Messrs. Kuykendall and Paisley, two of our really great

State educational leaders, the teaching profession expect the same high standards to be maintained.

Another school journal is the Arkansas School News. This publication was organized December 31, 1914, by the Arkansas State Colored Teachers' Association and made their official organ. It is published at Stamps, Arkansas, with A. Mitchell Salone as editor. The writer has examined only one issue, Vol. I, No.7, Oct, 1915, but this number shows the News to be well edited and reflects credit upon the editor-in-chief. There are a number of valuable contributions by the leading negro teachers of the State as well as two or three from the State Department of Education. This number also contains interesting reports of the industrial work that is being carried on by the pupils of the negro schools of the State.

The School Improvement Association. This movement[1] was started in January, 1906, by Mrs. J.D.Matlock of Birmingham, Alabama, who met with eleven representative women of Little Rock at the home of Mrs. T.P.Murrey for that purpose. Mrs. Murrey was elected president, and tentative plans were outlined for the work among the Little Rock Schools. So satisfactory was the success attained and so encouraging was the interest manifested in the initial activities of the organization, that a State school improvement association was soon organized. The State Association was put under the control of an Advisory Board, consisting of twenty ladies representing all parts of the State. Mrs. T.P.Murrey was made chairman of this board, and "to her untiring efforts and capable direction" was largely due the early progress of the work of the

1. Report of Supt. Pub. Ins. 1907-08, p. 92.

S. I. A. in Arkansas. The purpose of the Association was manifold, as implied in the general meaning of the term"School Improvement". It secured sympathetic and financial cooperation on the part of the school patrons- both men and women and even children- by way of studying school conditions and environment, improving and beautifying grounds and buildings, furnishing and equipping laboratories and libraries, etc. In general the aim of the Association was to increase the value and importance of the school by making the community and the pupils feel responsible for its improvement.

During the first two years, there were organized in the State twenty-two School Improvement Associations with some $2000.00 Expenditures to their credit. So favorable was the report from Arkansas during this two year period, 1906-07 and 1907-08 made by Mr. Matlock at Memphis in 1908, before the Conference for Education in the South that "$1000.00 of the Campaign Fund was appropriated to Arkansas, with the promise that the gift would be continued from year to year if judiciously expended."[1]

In October 1908, the S.I.A. work was turned over to the department of Public Instruction, and with the $1000.00 donated by the Conference for Education in the South an active campaign was instituted for the organization of School Improvement Associations. Miss Eva Reichardt and Mrs. Clio Harper were engaged as field representatives for the last quarter of 1908. Much valuable assistance was still rendered by the ladies of the Advisory Board. Five prizes in the form of framed pictures and diplomas for the best compositions on "School Improvement" were offered the pupils of the public

1. A year book of School Improvements in Arkansas, pp.5-6.

schools and a handsome Loving Cup[2] was offered as an annual trophy for the local S.I.A. reporting the most actual work done. In addition Superintendent Cook took up personal correspondence with county superintendents, county examiners and superintendents of schools; also a press bureau was established whereby news articles on school improvement work were furnished to the State dailies and to some 300 county papers.

During the first three months of this vigorous campaign, fifty-four local School Improvement Associations were organized, making a total of seventy-six in thirty-nine of the seventy-five counties of the State. The seventy-six associations, with a membership of 2,167, had 272 days work and and expenditure of $9,813.71 to their credit.[2] The report[3] for the biennial period 1909-10 showed one hundred sixty associations with a membership of 10,000; the report[4] for 1911-12, by Miss Eva Reichardt, State organizer, shows over three hundred active organizations, one or more in every county in the State, and a membership of approximately 15,000; in a report[5] by Miss Reichardt to the School Improvement Section of the Arkansas State Teachers' Association, April 16, 1914, the statement is made that there are "Over 500 S.I.A. organizations in Arkansas to-day, with a membership of thousands."[6]

Various bulletins have been prepared and sent out by the Department of Education from time to time, in the interest of the School Improvement Associations, stating the purpose of the work;

1. For picture of this Loving Cup, see A Year Book of School Improvement in Ark. p. 4.
2. Report of State Suptl of Pub. Ins. 1907-08, p.82
3. " " " " " " " 1909-10, p.149
4. " " " " " " " 1911-12, p. 170
5. Proceedings of the Ark. State Teachers' Association, 1914, p. 202.
6. No further statistics as to number of associations and membership could be found by the writer.

explaining plans for the organization of local associations; and giving suggestions for school buildings, with details for heating, lighting, ventilating, sewerage, sanitation, etc. A 96 page booklet entitled "A Year Book of School Improvement in Arkansas" was issued in 1909. The promoters of the school improvement movement, from the beginning, have cooperated with the promoters and agents of every form of educational endeavor, and as a result the State has received an uplift which cannot be measured in dollars and cents.

The State Board of Education. For a number of years prior to 1911, when the State Board of Education was created, the conviction had been steadily growing that the organization of our educational system was not such as to provide for a steady, continuous policy. The administration of the entire public school system of the State was in the hands of a Superintendent of Public Instruction, who had no associate councilor or board of advisors. Furthermore, his term of office covered a period of only two years, and rarely ever was a Superintendent elected for a third term. The executive function of the Department of Public Instruction was extremely limited, while the legislative function was nil. Under such conditions there could be no permanent administrative policy, very little exercise of the executive function except through advice and counsel, and no exercise of the legislative function except through political influence over the members of the General Assembly. There had been no continuity in the school system; it had "just grown up", as it were, by the addition of cross-sections of educational progress which happened to be affected at irregular intervals of time. Superintendent Cook pointed out this condition in each of his first two biennial reports,[1] and

1. Reports of the State Supt. of Pub. Ins. 1907-08, 18-19; 1909-10, pp.12-13.

as a means of improving the administration and control of the public school system, recommended, the creation of a State Board of Education by legislative enactment. He called attention to the same thing in an address[1] before the State Teachers' Association, December 1910. The Arkansas Education Commission realized the same condition, and the three lines of activity emphasized by the Commission in its 1910 campaign.[2]

In accordance with the prevailing opinion that a State Board of Education would relieve the situation, the legislature of 1911 passed an Act[3] creating such a supervisory body consisting of the Superintendent of Public Instruction, as ex-officio chairman, and one member from each congressional district, to be appointed by the Governor for a term of seven years, one going out of office each year.

Among the more important duties and powers of the board were the following:

1. To manage and invest the permanent school fund and to collect all moneys due it.

2. To control the chartering of all educational institutions and establish the conditions for conferring degrees.

3. To control medical and sanitary inspection

4. To assist the State Superintendent in examining candidates with a view to making first grade county certificates state wide; to advise with the State Superintendent upon the question of issuing State or professional licenses based upon State teachers' certificates granted in other States or based upon normal school diplomas and degrees from educational institutions.

5. To provide courses of study for rural elementary

Note 1. Proceedings of the Ark. State Teachers' Association, '10, p.57
2. See p. 121
3. Act no. 431, Acts of 1911.

graded and high schools; to classify and standardize the public schools; and to prescribe the requirements for accrediting graded and high schools.

6. To provide for new forms of educational effort; and to take such action as may be necessary to promote the organization and increase the efficiency of the educational system of the State.

Another important function of the State Board of Education was to act as the State High School Board in the apportionment of State aid to high schools.[1]

During the seven years of its existence, the State Board of Education has been quite active and judicious in the exercise of its duties and functions. In its advisory capacity, it has been of material value and assistance to the State Superintendent in the administration of the duties of his, and in the determination of new policies for increasing the efficiency of the educational system of the state.

1. This function was ascribed to the State Board of Education by a provision of the law granting State aid to high schools.

Chapter VI.

The Legislation from 1900 to 1918.

In the study of the educational laws enacted by the General Assembly of Arkansas during the period from 1900 to 1918, it will well first to analyze the following table[1]:

Year of Legislative Session	Grand Total of all laws enacted	Total of all Educational Laws Enacted	No. of General Educational Laws Enacted	No. of Special Educational Laws Enacted	No. of Bills introduced, but failing of passage.
1901	223	28	5	23	21
1903	217	39	11	28	30
1905	364	66	6	60	51
1907	460	88	7	81	65
1909	441	101	11	90	60
1911	472	112	22	90	50
1913	327	54	4	50	49
1915	345	66	7	59	57
1917	481	91	20	71	43
Total	3330	645	96	549	426

In this table we notice that the total number of educational laws is practically 20% of all laws passed; the number of general educational laws is less than 15% of all educational laws, making the special laws over 85% of the entire number; the number of educational bills introduced, but failing of passage, is approximately 66% of all educational bills passed. It will be noted also that

1. The data for this table was obtained from the House and Senate Journals, for the legislative sessions from 1901 to 1917 inclusive, and from the Acts of General Assembly, covering the same period.

for the nine sessions of the legislature there were 1071 bills introduced, making an average of exactly 119 bills per session.

A large proportion of the special educational laws were concerned with only three kinds of local legislation, viz. (1) creating Special School Districts, (2) providing for the consolidation of two or more adjacent districts; and (3) authorizing districts to mortgage their property to borrow money for building purposes. The number of special laws covering each of these three cases for the successive sessions of the legislature is shown in the following table:[1]

	1901	1903	1905	1907	1909	1911	1913	1915	1917
(1) Special School Districts	5	4	23	48	41	31	26	33	29
(2) Consolidation	2	1	2	4	15	14	10	14	10
(3) Borrowing money	1	12	24	40	41	30	14	16	19
Total	8	17	49	92*	97*	75	50*	63	58*

Among other phases of local legislation covered by the special laws may be mentioned the extension of school tax to certain districts, donations for school purposes by certain cities and towns, authorization of county judges to appoint shcool directors under certain conditions, minor amendments to local legislation, etc.

General Laws Enacted in 1901. The general educational laws enacted by the legislature at its session in 1901 were as follows:

(1) Act No. 26 authorized cities of the first and second class to receive gifts, donations and endowments for the establishment and maintenance of public libraries.

1. Data obtained from indexes of the Acts of the General Assembly covering the dates indicated.

*. That total is larger than the whole number of special laws for this session is due to the fact that frequently a single Act will make provision for more than one phase of local legislation.

(2) Act No. 53 amended sections 7032 and 7033 of Sandels and Hill's Digest in regard to the manner of holding school elections and mode of determining the amount of taxes levied.

(3) Act. No. 117 improved the law governing the reports of county examiners and the manner of making the State school apportionment.

(4) Act No. 194 bettered the condition of transfers from districts in one county to districts in another county.

(5) Act No. 205 prohibited directors of public schools from employing relatives as teachers, unless "two-thirds of the patrons of public schools should petition them to do so." 1

General Laws Enacted in 1903. The general educational laws enacted by the legislature at its session in 1903 were as follows:

(1) Act No. 41 repealed Act. No. 115 of the Acts of 1899 requiring the registration of school warrants.

(2) Act No. 47 authorized officers of special and common school districts to insure the buildings of their district.

(3) Act No.52 regulated more perfectly the method 2 of examining and licensing teachers. Two new kinds of licenses were provided for. The first was called a special license. It was granted as evidence of qualifications to teach subjects not mentioned among those required for county license. The second was called a professional license. It was valid in any county of the State for a period of six years and was granted upon satisfactory examination on "Algebra, plan geometry, general history, rhetoric, and civil government" in addition to the subjects required for a first grade license.

(4) Act No. 85 authorized special free school districts to mortgage their property to borrow money for building purposes.

(5) Act No. 90 regulated the degree conferring powers of literary institutions in the State.

Note 1. The penalty for violation of this Act by any member of a school board was fix in any sum not less than $10 nor more than $50 and in addition suspension from office.

(6) Act No. 93 required the Superintendent of Public Instruction to provide a uniform course of study for the common schools.

(7) Act No. 115 increased the salary of the Superintendent of Public Instruction and his office force as follows:
   a. Superintendent from $1800 to $2500 per annum.
   b. Deputy Superintendent from $1200 to $1500 per annum.
   c. Clerk from $600 to $900 per annum.

(8) Act No. 127 prohibited the employment of child labor in any factory or manufacturing establishment within the State.

(9) Act No. 132 amended Section 7030 of Sandels and Hill's Digest in regard to the annual school elections.

(10) Act No. 137 authorized cities of the first and second class to levy a tax of one-fourth of one mill on all real and personal property in the city limits for the purpose of establishing and maintaining a public library, provided "said tax with the other taxes assessed by said cities shall not exceed five mills."

(11) Act No. 164 apportioned to the school fund of fifteen counties the sum of $200 from the revenue collected on each license for the sale of liquor in said counties.

General Laws Enacted in 1905. The general educational laws enacted by the legislature at its session in 1905 were as follows:

(1) Act No. 35 required the State Superintendent and school officers to encourage the study of Arkansas History and the spirit of patriotism, in the public schools.

(2) Act No. 156 authorized county judges of the several counties of the State to lease wild and uncleared sixteenth section school lands for a term of years, for the purpose of putting same in cultivation.

(3) Act No. 215 created the Arkansas History Commission and made an appropriation of $1250.00 to defray the expenses incident to the first publication of the Arkansas Historical Association.

(4) Act No. 248 permitted any special school district

to mortgage its property to borrow money for building purposes.

(5) Act. No. 311 made provisions for improving the character of teaching in the common schools. The more important provisions of this Act were:

a. County examiners were required to hold teachers' institutes annually of at least one week duration.

b. State Superintendent was required to outline the work to be done in the common branches.

c. All teachers were required to attend upon penalty of revocation of license.

(6) Act No. 343 licensed the graduates of the Normal Department of the University of Arkansas to teach in the public schools of the state.

General Laws Enacted in 1907. The general educational laws enacted by the legislature at its session in 1907 were as follows:

(1) Act No. 189 increased the general State school tax from two mills to three mills on the dollar, and the optional district tax from a maximum of five mills to a maximum of seven mills on the dollar.

(2) Act No. 317 provided for the establishment and maintenance of a State Normal School. 1

(3) Act No. 367 amended Act No. 311 of the Acts of 1905 by exempting teachers from attendance at the county institutes, provided they "attend Peabody Institutes or other Institutions or summer Normals."

(4) Act No. 399 created the office of county superintendent. 2

(5) Act No. 430 appropriated $1600 for continuing the work of the Arkansas History Commission and for printing and distributing the second volume of the publication of the Arkansas Historical Association.

(6) Act No. 455 authorized the school directors to require the teaching of elementary agriculture in the public schools, when in their judgment they deemed it expedient.

1. For full outline of this Act see p. 82
2. " " " " " " " 82

(7) Act No. 456 re-enacted the child labor law as provided in Act No. 127 of the Acts of 1903 by making some of the provisions more effective, and more favorable to increased school attendance.

General Laws Enacted in 1909. The general educational laws enacted by the legislature at its season in 1909 were as follows:

(1) Act No. 100 provided for the establishment and maintenance of the four agricultural schools.

(2) Act No. 133 accepted the money authorized by an Act of the Federal Congress known as the Adam's Act to provide for an increased annual appropriation for agricultural experiment stations, and regulated the expenditures of said money.

(3) Act No. 154 appropriated the funds accruing from the fees for State and professional examinations of teachers to the amount of $600 for the purpose of paying all expenses of said examinations, and constituting an institute and library fund.

(4) Act No. 234 regulated and enforced attendance at the public schools of the State. 1

(5) Act No. 271 amended Section 17 Act No. 317 of the Acts of 1907, establishing the Arkansas State Normal School, so as to allow the Normal School Board to grant the degree of Licentiate of Instruction instead of a mere diploma of graduation.

(6) Act No. 304 increased the powers and duties of the Arkansas History Commission, and provided for a Secretary to the Commission at a salary of $1800 per year.

(7) Act No. 312 amended Section 7668 of Kirby's Digest so as to require all school districts of cities and towns to become a single school district.

(8) Act No. 315 required the teaching of elementary agriculture and horticulture in the public schools of the State.

(9) Act No. 321 authorized the creation of special or single school districts in any county of the State with the same powers as possessed by special school districts in incorporated cities and towns.

1. For an outline of the Act see p.

(10) Act No. 351 authorized school districts to exercise the power of eminent domain, and to take and use private property for school purposes.

(11) Act No. 347 re-enacted Act 234 of the Acts of 1909 in regard to compulsory attendance at school, with slight modifications. 1

General Laws Enacted in 1911. The general educational laws enacted by the legislature at its session in 1911 were as follows:

(1) Act No. 10 amended Act No. 185 of the Acts of 1905 by providing conditions for perfecting titles to sixteenth section school lands.

(2) Act No. 45 authorized the quorum court of any county in the State to appropriate money to be used in assisting to carry on the "Farmers' Co-operative Demonstration Work."

(3) Act No. 53 appropriated the funds accruing from the fees for State and professional examinations of teachers to the amount of $1200 for the purpose of paying all expenses of said examinations, and constituting an institue and library fund. 2

(4) Act No. 115 amended Section 7681 of Kirby's Digest so as to provide for a better organization of school boards.

(5) Act No. 116 provided for the consolidation of adjacent school districts, and prescribed the powers and duties of such consolidated districts. 3

(6) Act No. 160 authorized cities of the first and second class to levy a tax of one-half of one mill on all real and personal property situated within the city limits for the purpose of establishing and maintaining public libraries, provided "said tax with the other taxes assessed by said cities shall not exceed five mills." 4

(7) Act No. 169 regulated more definitely the manner of holding elections in special or single school districts in any county of the State other than districts in incorporated cities and towns.

(8) Act No. 180 amended Section 3 of Act. No. 100 of the Acts of 1909, providing for the establishment and maintenance of the four agricultural schools, in regard to the personnel and manner of constituting the board of trustees of said schools.

Note 1.For an outline of this Act see p.
" 2,3,4 on page 170.

(9) Act No. 206 amended Section 7615 of Kirby's Digest so as to provide that the written contracts stipulating the agreement between school directors and licensed teachers should be made out in triplicate form instead of duplicate form, and that the extra written contract form should be filed in the office of the county treasurer of the county in which the contracts were to be enforced; and further, the county treasurer should not pay warrants of any school district until a copy of all such contracts have been filed with him.

(10) Act No. 231 re-enacted Acts Nos. 234 and 347 of the Acts of 1909 in regard to compulsory school attendance, making minor modifications. 1

(11) Act No. 246 amended Section 7559 of Kirby's Digest in regard to county judges appointing county examiners in counties containing two districts.

(12) Act No. 274 cured defects in the sale of sixteenth section lands in Poinsett County. 2

(13) Act No. 275 amended Act No. 399 of the Acts of 1907 creating county superintendence so that the county superintendent should conduct a five days' institute during the month of June instead of the longer institute from the first Monday in April to the regular quarterly examination in June. The salary was also increased by the addition of all fees for examination for license to teachers.

(14) Act No. 328 created a State High School Board and provided State aid to High Schools. 3

(15) Act No. 355 increased the powers and duties of the Arkansas History Commission by enlarging the scope and facilities for collecting data, statistics, relics, documents and information of all kinds pertaining to the history of the State.

(16) Act No. 375 provided for the incorporation of institutions of learning and prescribed the powers of such institutions.

Notes from preceding page.
2. This Act amended Act No. 154 of the Acts of 1909 by changing the amount from $600 to $1200.
3. For an outline of this Act see p.
4. This Act amended Act No. 137 of the Acts of 1903 by raising the tax levy from ¼ of a mill to ½ of a mill.

(17) Act No. 376 amended Act No. 331 of the Acts of 1909, in regard to school districts exercising the power of eminent domain for school purposes, so as to regulate more definitely the legal proceedings involved in adjusting the claims of the property owners.

(18) Act No. 423 appropriated three-fourths of the revenue on Forest Reserves, received by the State from the Federal Government, to the common school fund of the respective counties from which the revenue was collected. 1

(19) Act No. 431 created a State Board of Education. 2

(20) Act No. 444 provided that school systems in cities with more than 5000 scholastic population should be exempted from the provisions of Act No. 399 of the Acts of 1907 creating the office of county superintendent; that the school boards of such ~~counties~~ cities shall determine the course of study for the schools under their respective charges, fix the qualifications of teachers, and exercise whatever powers were vested in it by law; and that the superintendent of such city schools shall perform the duty of a county examiner in granting licenses to those teaching in his own schools.

(21) Act No. 450 provided for the consolidation of school districts situated in adjoining counties. and for the administration of such consolidated districts.

(22) Act No. 458 provided that Special School Districts should be controlled in all cases by a board of six directors, and also provided for the method of their appointment or election.

General Laws Enacted in 1913. The general educational laws enacted by the legislature at itsssession in 1913 were as follows:

(1) Act No. 206 amended Section 7616 of Kirby's Digest so as to prohibit boards of trustees of the agricultural schools, as well as directors

Notes from preceding page.
1. For outline of Act No. 231 see p.
2. This Act is really a special Act.
3. For outline of this Act see p.
Notes for this page.
1. See foot-note Nos. 2 p.
2. For an outline of this Act see p.

of public schools, from employing relatives to teach in their schools, unless "two-thirds of the patrons of said schools shall petition them to do so." [1]

(2) Act No. 208 appropriated the funds accruing from the fees for State and professional examinations of teachers to the amount of $3500 for the purpose of paying all expenses of said examinations, and constituting an institute and library fund. [2]

(3) Act No. 238 amended Sections 6 and 7 of Act No.376, [3] of the Acts of 1911, in regard to school districts exercising the power of eminent domain for school purposes, by prescribing more definitely the legal details involved in adjusting the claims of the property owners, and giving each side the right of appeal.

(4) Act No. 287 amended Section 7269 of Kirby's Digest so as to exempt all students in actual attendance in any of the schools in the state, as well as all persons unable to perform labor by reason of physical disability, from working on any of the public highways of the State.

General Laws Enacted in 1915. The general educational laws enacted by the legislature at its session in 1915 were as follows:

(1) Act No. 47 provided that the electors of Crawford County should vote on the question of exempting said county from the provisions of Act No. 399 of the Acts of 1907, providing for county superintendency.

(2) Act No. 48 amended Act No. 25 of the Acts of 1913 so as to put the matter of morgaging school property for the purpose of borrowing money to erect school building entirely in the hands of the school boards. [4]

(3) Act No. 92 amended Section 7 of Act No. 231 of the Acts of 1911 so as to prescribe more definitely the legal proceedings involved in the prosecutions for violating the provisions of the law providing compulsory school attendance.

1. See Act No. 205 of the Acts of 1901, p.
2. This Act amended Act No. 53 of the Acts of 1911 by changing the amount from $1200 to $3500.
3. See p.171.

(4) Act No. 148 made an appropriation of $47,260.00 [1] out of the general revenue fund for extension work in agriculture and home economics, for the biennial period ending June 30, 1917, said fund to be expended by the College of Agriculture of the University of Arkansas, the land grant college of the State.

(5) Act No. 190 amended Sections 10 and 14 of Act.399 of the Acts of 1907, creating county superintendency, so as to prescribe additional duties and fix the salary of the county superintendent of Poinsett County.

(6) Act No. 217 amended Act No. 321 of the Acts of 1909 in regard to minor details in connection with the fixing of boundary lines of school districts. [2]

(7) Act No. 228 re-enacted Act No. 92 of the Acts of 1915, with simply a change in the counties in whcih the law was to be effective--one county being omitted from the first group and three added in the second group.

General Laws Enacted in 1917. The general educational laws enacted by the legislature at its session in 1917 were as follows:

(1) Act No. 59 created the "Arkansas Illiteracy Commission" to study the conditions of adult illiteracy in the State and to make recommendations for its elimination.

Page 172.

4. This Act applies only to Lee County, and would therefore be more properly classified as a special act.

1. The Smith-Lever Agricultural Extension Act passed by Congress and signed by the President of the United States on May 8, 1914 appropriated the sum of $10,000.00 per year to be expended by the land grant colleges of the States for doing extension work in agriculture and home economic . The Act also provided an additional sum for the same purpose provided the States each year made appropriations in sums equal to the extra appropriations. In order to take advantage of this extra appropriation, the General Assembly of Arkansas at its session in 1915 made the above mentioned appropriation of $47,260.00.

2. Act No. 217 applied only to Faulkner, Logan, Dallas, Cleburne, and White counties.

(2) Act No. 63 amended Sections 10 and 14 of Act No. 399 of the Acts of 1907 so as to prescribe additional duties, increase authority, fix salary and limit expenses of the county superintendent of schools of Monroe County.

(3) Act No. 112 established a "Textbook Commission" to provide a uniform system of textbooks for the common schools of the State.

(4) Act No. 118 provided for the maintenance of the State Schools on a millage basis as follows:
   a. Univ. of Arkansas, four-ninths of one mill.
   b. The State Normal School, one-ninth of one mill.
   c. Each of the four State Agricultural Schools, one-ninth of one mill.
   d. The Branch Normal (Negro) one-ninth of one mill.

(5) Act No. 140 amended Act No. 112 of the Acts of 1917 by making slight changes in Sections 13 and 25.

(6) Act No. 144 amended Act No. 189 of the Acts of 1907 in regard to the duties and powers of the electors to be exercised at the annual school elections.

(7) Act No. 160 amended Sections 2 and 4 of ActNo.248 of the Acts of 1905 in regard to mortgaging school property and borrowing money for building purposes.

(8) Act No. 180 authorized the issuance of school district bonds as evidence of school district indebtedness and provided proper safeguards in connection with the procedure.

(9) Act No. 181 provided for the acceptance of the benefits of an Act passed by Congress entitled "An Act to provide for the promotion of vocational education; to provide for co-operation with the States in the promotion of such education in agriculture and the trades and industries; to provide for the cooperation with the States in the preparation of teachers of vocational subjects; and to appropriate money and regulate its expenditures," and pledged the State to observe and comply with all the requirements of such Act.

(10) Act No. 269 amended Sections 3 and 4 of Act No. 304 of the Acts of 1909 so as to enlarge the usefulness of the Arkansas History Commission by increasing the scope of its work and making provision for extra office force.

(11) Act No. 294 provided compulsory school attendance between certain ages, stipulated a penalty for non-attendance, and authorized school boards to furnish free textbooks under certain conditions.

(12) Act No. 302 allowed school directors to insure school buildings in certain associations of farmers who make mutual pledges to insure each other against loss by fir, tornadoes, etc.

(13) Act No. 316 re-enacted Sections 2 and 3 of Act No. 190 of the Acts of 1915. 1

(14) Act No. 360 amended Act No. 367 of the Acts of 1907 by providing that the regular county institute hold annually in June could be held any time between June 1st and October 1st. Joint county institutes were allowed in case of counties with less than fifteen teachers instead of eight as before. 2

(15) Act No. 375 increased the salary of the county superintendent of Jackson County from $1200 to $1800 per annum.

(16) Act No. 430 appropriated $102,860.00 for the biennial period from June 30, 1917, to June 30, 1919, to secure an equivalent amount as provided by the Smith-Lever Agricultural Extension Act of Congress. 3

(17) Act No. 453 appropriated $4000.00 out of the funds accrued from the fees for State and professional examinations of teachers, in accordance with the provisions of Section 7530 of Kirby's Digest, to be used by the State Superintendent for the following purposes:

a. To pay salaries and expenses of competent experienced instructors for the normals and institutes to be held in the various counties of the State.
b. To pay expenses of collecting school exhibit work from the rural, town and city schools and for arranging same as an exhibit in the office of State Superintendent of Public Instruction.
c. To purchase suitable reference and pedagogical books for the library in the office of Superintendent of Public Instruction.
d. To pay the necessary expenses of conducting examinations for State and professional licenses in the State. 1

(18) Act No. 457 appropriated $50,000.00 to encourage and aid in teaching of elementary agriculture, home economics and manual training in rural and

village high schools and in the training of teachers for rural and elementary schools of the states.

(19) Act No. 464 provided for a rural teachers' certificate and a special certificate in Home Economics to be granted to students of the Arkansas State Normal School upon the satisfactory completion of certain prescribed courses.

(20) Act No. 469 abolished the office of county examiner in Scott County and substituted therefore the office of county Superintendent with certain defined duties and a fixed salary.

Notes from page 175.

1. See p. 172-173
2. This latter provision was made particularly for negro institutes.
3. See note 1 p. 173
4. This act covers Act No. 208 of the Acts of 1913. The appropriation was increased $500 and the purposes of the appropriation were enlarged by the addition of those included in subdivisions a. and b. in the outline above.

Note for page 176.

1. This Act is practically the same as the general law providing for county superintendency, Act No. 399 of the Acts of 1907.

Chapter VII.

Summary

In reviewing the past eighteen years of educational history in Arkansas, we find among the multitude of regretable conditions many reasons for encouragement. Our various efforts at improvement and development often were but little more than failures yet each successive endeavor, even though it failed of its purpose, added to our experience and assisted us in our subsequent undertakings. Gradually our resources have been increased, new lines of work evolved, and the scope and usefulness of the schools enlarged. Out State Superintendents and educational leaders have maintained a constant diagnosis of our school system in the light of other school systems, frankly and openly pointed out our weaknesses to the general public, and urged such legislation and modifications as in their judgment would improve our educational facilities and give our children equal advantages with those of other States. Mr. Weeks says that,[1] whatever shortcomings may be apparent in our school conditions and educational policies, "The people of Arkansas --- are not in the habit of claiming that their system is better than it is or that it is better than that of other States; they have boldly and honestly sought to know the true situation, regardless of their relative rank; they have never comforted themselves with the flattering unction that their system was already the best that could be devised and therefore needed no improvement. On the other hand their educational leaders have called things by their true names; they

1. Weeks: Hist. of Pub. Ed. in Ark. p. 76.

have recognized their shortcomings, their blunders, their failures, their injustic to themselves, and with steadiness of purpose, --sometimes exceedingly slow, it is true, but none the less sure-- they have sought to amend the errors of earlier days and to lay broad and deep the foundations of a school system that shall grow and develop with the increasing strength and Power of the State."

Various educational campaigns have been carried on with the result that the people have come to realize that public education is a public utility, and that the degree of its efficiency is directly proportional to the support which it receives. In 1906, the people cast an overwhelming vote amending the Constitution so as to raise the general State School Tax from 2 mills to 3 mills and the optional local district tax from a maximum of 5 mills to a maximum of 7 mills; in 1916 another amendment increased the optional local district tax to a maximum of 12 mills. Legislative appropriations for the support and maintenance of the State Educational Institutions in 1901 amounted to approximately $400,000.00; while in 1917 it amounted to a little more than $1,600,000.00. Liberal appropriations have also been made in the way of aiding particular educational movements. Administrative policies have been improved and the workings of the school systematized; much has been accomplished in the way of grading and standardizing both the elementary and secondary schools; and the scope of the work has been extended not only by the introduction of new course, but also by the improvement of the old.

More significant still is the rapid tendency of the schools to give up the traditional academic and cultural courses

and adopt the more utilitarian and practical lines of training. Superintendent Cook in his first biennial reports says[1] "Indeed, the very purposes and responsibilities of the school system have been greatly enlarged in recent years. The accepted essentials of education have undergone striking changes. No longer are the public schools looked upon as merely the supply houses for stored book knowledge, but these schools are expected to train the youth for citizenship and life work. Practical training, the application of knowledge suited to the environment and to the individual, a system that will develop moral and physical, as well as intellectual, manhood and womanhood is the ideal toward which the schools are striving."

Especially, has this been true in the case of the high schools. Prior to 1911, when the high schools were not supported and regulated by State legislation, the only outside factor contributing to their supervision and regulation was found in the college and University "entrance requirements" which were fixed almost wholly upon academic and cultural subjects. As a result of this influence, together with an absence of anything more than vague and indefinite educational policies on the part of the local communities, the high schools aspired only to reach the standards of 'entrance requirements.' With the passage of the law providing State aid to high schools and putting them under the control of the State Board of Education,[2] there has been a marked change in the high school curriculum to those studies characterized by practical

1. Report of Supt. of Pub. Ins. 1907-08, p. 6
2. State Aid has been repealed but the high schools are still under the control of the State Board of Education.

values.

Among the improvements in our public school system which have been affected by direct legislative enactment may be mentioned the introduction of elementary agriculture and horticulture into the public school course and the establishment of the four agricultural schools; the establishment of the Arkansas State Normal Schools; the adoption of the principles of consolidation and county superintendency; and the practical application of compulsory attendance and anti-child labor laws.

Very great improvement has been accomplished also through the activities of such agencies as the Arkansas State Teachers' Association, the Arkansas State Teachers' Reading Circle and the Pupils' Reading Circle, club women and School Improvement Associations, and the State Board of Education. More important even than the work of these agencies has been the work of our four special supervisors in their respective lines of Secondary Education, Rural Schools, Special Mountain Schools, and Negro Schools.